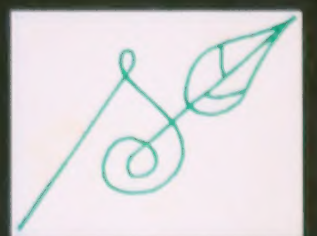


Strengthening Women's Participation in District Level Governance through Gender Audit

Report Submitted to
GEF (CIDA)
Summary Version



**Singamma
Sreenivasan
Foundation**

Bangalore
December 1999

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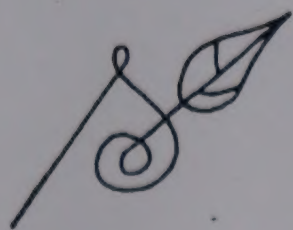
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Strengthening Women's Participation in District Level Governance through Gender Audit

Report Submitted to GEF (CIDA) Summary Version



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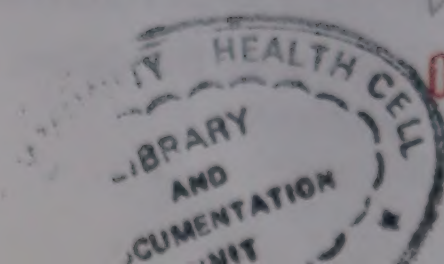
Strengthening Women's Participation

District Level Governance through Gender Audit

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Summary Version

WH-100 N99

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Foreword

The work contained in this report has provided us at the Karnataka Women's Information & Resource Centre enormous challenges but also deep satisfaction - Satisfaction that a process that was initiated in 1996 at the KWIRC through its own initiative and energy, namely a process to recast the human development indices not only with feminist and developing country perspectives, but contextualising it in the political and administrative system of India, has reached this stage of accomplishment in 2000.

It has been an arduous four year journey - as arduous because of the discontinuities in support, in recognition of the commitment and vision of the initiative, - as because of the difficulties, challenges, detailed work that is required in developing or putting on the ground a competent primary data collecting household survey.

The experience of delayed and more than expected cost of field work is not only that of the KWIRC. Whether it is a sister organisation, National Institute of Advanced Studies (Bangalore) which undertook a 2000 household survey, + looking at women's empowerment in Karnataka; or the national sample survey using the time use methodology undertaken by the Central Statistical Organisation, there has always been an overrun both in terms of time, schedules and money. There needs to be some retrospective thinking done in order to be able to make more realistic estimates in future.

It was heartening to find that a 10,000 household study undertaken by the International Network of Clinical Epidemiologists* which was presented in Lucknow at the International Conference on Violence Against Women sponsored by the International Centre for Research on Women, had required a budget of US \$ 400,000 spread over two years. The outcome was technically excellent and the process was one of quality and expertise building. The presentation was extraordinary, as very rarely - what is called data on soft sector - has been presented with the kind of competence which is normally associated with what is called measurable hard data. The study's objective was to measure the prevalence of domestic violence of various kinds.

The silver lining to KWIRC's experience continuing its effort to improve gender differentiated data as an audit of development outcomes, was provided by the unqualified and strong support that we received from the Canadian International Development Agency. If it was not for GEF/IDA, KWIRC could not have undertaken or completed this exercise, completed the circle of transformation of measures and their use, that was started in Beijing in 1995.

Yet this exercise had to be done as it completes the journey that was initiated by the Centre in contextualising indicators. During the course of the journey, this initiative has - if one might use the term - hatched many eggs, many of which have also been converted, if one may continue the metaphor, into omelets which have been consumed too.

Ref: Batliwala, Srilatha; B.K Anitha; Anitha Gurumurthy and Chandana S. Wali, 1998
"Status of Rural Women in Karnataka" (Bangalore: National Institute of Advanced Studies)

* Ref: India Safe : Studies of Abuse in the family environment in India, A Summary Report -
International Clinical Epidemiologists Network (ICELN), Feb 2000

For example, the initiative to recast indicators, contextualising them has become the idiom of many other country based HDRs and UNDP New York has been encouraging the tethering of the reports.

The idea of moving the data based calculations to the district level, responding to the 73rd and 74th Amendment to the Constitution, has been taken forward by the UNDP, India the CSO and the Ministry of Women and Child Development (GOI) and now the Planning Commission with an exercise called Deepening District Level Data, which was in fact the message and the recommendations of the last chapter of the first report that was presented by the KWIRC as a team as far back as 1996 at a conference called by the Ministry of Women and Child Development. The title of our chapter has now become a national programme supported by UNDP and Planning Commission.

The indicators that we struggled with to be able to both develop a framework for assessing gender inequity and through data based exercises moving development towards greater equity, has also been made into a national programme where States have been identified for district data presentation. In the first workshop held at KWIRC's, KWIRC's team had listed 36 variables. This was an exercise following another exercise of trying to identify what kind of data was already available, gender differentiated, at the district level. This first exercise was carried out many years ago, recalled again in 1995 and 1996 by the KWIRC team which led to an exercise which looked at the available data on what can be called the "supply side", the required indicators on what can be called the demand side, for measuring justice: and a final list of what would be desirable. This was further pruned down to what was called critical core variables by the KWIRC team itself in 1997.

Our report to the government was then taken up by a family of institutions, the UNDP, inter agency group as well as the two relevant ministries, Statistics and Women and workshop held to discuss the variables once again teased out into 18 which has been the format which has been given to the various States to follow up.

At that juncture, KWIRC had suggested that since a few exercises had already been conducted by a competent team of academics, not only showing that it is possible to collect the data, but showing the inadequacy of the data in terms both of its veracity as well as its age and therefore suggested that having experimented with a secondary data computation exercise in districts, it would be wiser to go into field level data collection of the missing variables and the variables that required new collection, so that a programme can be developed of influencing the national and state level data collection systems as well as other data collecting bodies such as the Programme Initiated Data Collection Surveys to bring in modules which would give us the measures that we need.

Unfortunately between 1997 and 1998, this effort was put aside for taking up the more conventional exercise and the KWIRC initiated process which has reached an arc was, to some extent, impeded.

At this juncture GEF CIDA brought in support to go to the ground and to improve the data collection and also to set up a process of enabling district level agencies, activists, academics, collect the kind of data which would be acceptable as statistically and technically competent d

for enabling the process and the road towards gender equity. We are more than grateful to GEF CIDA for this encouragement and particularly elated that the programme that we initiated was not aborted.

Right now the issues which are uppermost in the minds of those who are working towards women's advancement, women's concern and need for justice, women's equality with men or related to gender relations: the relations of power between men and women. Challenging patriarchy tradition and conventional structures of power and power relationships has almost become agenda number one for the women's movement at all levels across all nations. It is increasingly being recognised that levelling men and women in terms of external variables is not a sufficient condition, though a necessary condition, of bringing in autonomy for women, the capacity for self determination, the capacity to affirm human rights.

The research on violence against women which is now one of the main concerns worldwide is showing that women's right to disobey, to not provide, has become the core of the problem. This issue of enabling women to affirm her right as an individual is also the point No. 1 in analysis of why AIDS as a disease is spreading so fast now in India and earlier in the countries of Africa. It is captured in the term 'women cannot say no'. if she says no on grounds that she wants safe sex, namely that a man should wear a condom, she is beaten or raped or abandoned. And unless she is able to say no, then the spread of AIDS including to unborn children, the increase in orphanhood becomes immeasurably large, as it has become in South Africa.

A similar point is flagged by those who are looking at population stabilisation – the reduction of the birth rate in high birth rate areas. Here too, what is called the women's right over her reproduction, her capacity to make reproductive choice has been inhibited by male authority and custom. Thus women's right for self determination in many spheres has been identified as one of the crucial keys to opening the door for justice. In this context, district level governance, the district as the theatre for both directing development as well as measuring its outcome in terms of justice, power to women, has become crucial. Power would depend very much on knowledge, on collective affirmation of that knowledge, the sharpening of knowledge to be able to translate it into power. This study which is called strengthening women's participation in district level governance is an attempt to exactly provide this input into the current debate. By bringing in techniques by which women can assess the distribution of justice, the knowledge to be able to challenge the system, it is hoped to increase their power. (Ref: Millenium Conference on Population, Feb 14-16 2000, PFI, UNFPA and IASP Devaki Jain's paper on Gender Equity, Population and Development).

By bringing in information on violence as well as causes of violence as is done in the focus group discussions, it is hoped to enable those who are collecting information from the ground, to include this kind of subject in their efforts, even if it cannot be done by conventional statistical collection surveys. By drawing attention to our political administrative unit as the user of this exercise, it is also hoped to generate and strengthen the voice of women.

KWIRC is now looking forward to strengthen its own capacity to further this kind of research as well as to spearhead the movement towards district level governance and enabling mechanisms of accountability to the national, official and non official systems engaged in enhancing the capacity to move towards social justice in India.

Acknowledgements

Writing the acknowledgement to the Report of this project is almost like describing the process. So many agencies and individuals have been part of the enabling factors that, both initiated as well as completed, this project.

To start with, we would like to acknowledge Development Alternatives with Women for a New Era (DAWN) - a third world network of women social scientists. We particularly acknowledge the supportive role of Ms. Peggy Antrobus, the General Coordinator of DAWN, prior to the World Conference on Women in Beijing in 1995. It was her invitation and support for the participation at the Fourth World Women's Conference in Beijing 1995 of one of the authors of this Report that opened the door of the KWIRC to this activity. We acknowledge the UNDP, especially its former Administrator Mr. Gus Speth, who along with his colleagues, invited one of the authors to give the Bradford Morse Memorial Lecture at the opening of the official Beijing Conference. It was the reference to the UNDP's HDR 1995 in that lecture and the questions raised about the validity of the measures used, that led to a friendship with Ms. Sakiko Fukudo Parr, the Director of the Bureau in the UNDP - which oversees the annual Human Development Reports. Therefore to Gus Speth and Sakiko Fukudo Parr, our deep gratitude. Once that first spark was set off, many agencies and individuals have joined the stream, to whom we owe immense gratitude. We shall list them, but that does not indicate either the chronology of their help or the rights that would have to be attributed to them for their assistance.

Agencies - the Canadian International Development Agency (Gender Equity Fund), especially Ms. Ann Good and Ms. Mamta Kohli, the National Commission on Women, especially Mohini Chatterji, its Chairperson at that time, the Secretary, Planning and Statistics, Government of India, Mr. K. V. Kanthi; the then Chief Executive Officer of the CSO, Mr. Ray Chaudhury; the Department of Women and Child in the Central Government, especially its former Secretary Dr. Sarala Gopalan; the Indian Association of Women's Studies, whose conference in Jaipur yielded a harvest of interested friends to participate in the team work, the National Foundation of India who not only offered hospitality for a meeting, but participation in the Selection Committee for Programme Officers yielded a new member of the team, Dr. Anuradha Rajivan. In terms of donor agencies who have continuously not only supported, but supported without hesitation, the British Council, especially Kamal Singh, the Regional office of UNIFEM with the special encouragement of Ms. Indrani Joshi, its Regional Representative; the UNDP Delhi, especially Dr. R. Sudarshan; the Swedish International Development Agency, (SIDA) Stockholm, and the Government of Karnataka, especially Dr. Renuka Viswanathan and Dr. Malathi Das, the Reserve Bank of India, especially its governor Dr. Bimal Jalan.

Individuals who have been crucial to the project are of course the team of women economists who were part of the initial process 1995 December to 1997 July - Dr. Mukul Mukerjee, Dr. Seeta Ramakrishna, Dr. Indira Hirway, Dr. Darshini Mahadevia, Dr. Anuradha Rajivan, Dr. Aasha Kapur, Dr. Jayathi Ghosh.

During this last phase of this project, namely 1998 to 2000, new partners and helpful individuals have emerged. We wish to thank Messrs. M. Neelakantan, Dy. D.G. NSSO, Field Operation Division, M. Madhusudhanan Dy. Dir, NSSO, Bangalore who provided us with UFS maps for urban areas in the two districts (free of cost) (this facilitated sampling in urban areas.) Mr. K. Ojha, Dy. Dir, NSSO; Bangalore; and Ms. Ahalya Bhat, former Director, Directorate of Economics and Statistics, Government of Karnataka, for a multiplicity of technical help.

The Members of the Technical Committee Dr. K.S. Srikantan, well known demographer and Mr. V. Shantappa, former Dir of Eco & Stat, GOK for their suggestions regarding methodology of the study. The Census Office, Bangalore for providing us data on census population (1991) for each village in each of the taluks in the two districts. Dr. Y.S. Gopal of Centre for Population Dynamics who assisted in training of investigators and supervisors. Dr. K.N.M. Raju, Professor ISEC for assistance for Tabulation. Dr. Piyush Antony, NIAS, for Assistance in conducting Focus Group discussions. Ms. Kathyayini Chamaraj and Ms. Jyotsna Belliappa for assistance in Process documentation; the Supervisors, Investigators and Respondents; the secretaries Ms. Padmini, M. Shakuntala, Ms. Prema and Mr. Jagadish; and Ms. Mala of W.Q. Judge Press for producing the report.

To all these agencies and individuals our indebtedness.

V.S. Badari
Hon. Director and
Team Leader

Introduction

With the introduction of 73rd and 74th Amendments to the Constitution, including of a special quota of 33 1/3 % for women, Indian development administration has experienced a major transformation. The 11th Schedule of the Amendment transfers all resources and "Schemes" related to social development and poverty eradication to the locally elected governments. The amendment also mandates a District Planning Committee (DPC) that includes both rural and urban areas within a district.

Many nodal agencies within the rural and social development sectors, Centre and State and local level, are grappling with the issues raised by such decentralisation, including composition and roles of elected representatives and the developing of instruments for design, and implementation of development.

Among others, two important characteristics of local self government are building equity into growth, and enabling citizens to ensure the accountability of government. For this to happen, it is essential that special instruments are designed to strengthen the participation of women, both as elected representatives and as citizens.

Equity enabling provisions have been built into the structure through the system of 'quota' both for women and the historically disadvantaged/discriminated against castes. Accountability is also built in through the mandate of regular elections every 5 years, to the structures, based on universal adult franchise and multi party system.

However, while these arrangements are there, both "purposes", - social justice and accountability need to be strengthened with additional instruments on both sides; i.e. through reform and improvement of the administrative processes as well as through providing more "tools", building the capacity of women and dalits to exercise their political and economic rights within the system.

The Karnataka Women's Information and Resource Centre, KWIRC is a wing that has been created by the Foundation for building up information, which is relevant to the quest of women for autonomy for political rights and for equality. KWIRC along with its parent body, the Singamma Sreenivasan Foundation has been engaged with this concern for over 8 years now -ever since the first Panchayati Raj elections in Karnataka in 1993 after the 73rd Amendment to the Constitution.

The organisation was the first to invite the elected women, (in future referred to as "local level women politicians" ie. **llwp**) to the Centre, and enable them to articulate both, - their concerns and their vision. Their presence, 12,000 in the first Karnataka elections was flagged at local, national and international meetings as a revolutionary step in women's struggle for political rights.

This effort of the Singamma Sreenivasan Foundation / Karnataka Women's Information and Resource Centre has been continuing in many directions.

In the last fifteen years the Foundation has hosted as well as participated in meetings, which are concerned about not only the problems women face in local self-government bodies, but also larger issues of obstacles to enable real decentralization per se. It has also participated in meetings at the national and international levels. Another interest of the Foundation is to enable elected women representatives to form associations of themselves so that they can assert their collective voice across parties and districts. This is now on board – and inclusive of the four Southern States. The Foundation has also participated in the development of a curriculum in Human Rights education in Indian universities relating to the interest of women in politics.

The UNDP's Human Development Report 1995, released in Beijing, - among other things also developed gender equity monitoring measures, The Gender Development Index GDI and the Gender Empowerment Measure. (GEM). The KWIRC was instrumental in inviting the UNDP HDR Bureau in New York, to a workshop in Bangalore, at the KWIRC, whose purpose was to transform the measures, by including both a feminist and a third world (or developing countries) perspective. (See Vol.II on Chronology of Events) This workshop generated interest in the Indian group* – that re-built the exercise for the workshop – to carry the exercise deeper into the district level,- as social development, especially as linked to poverty eradication, is the responsibility of the district / (11th schedule) and hence evaluating tools and measures needed to be forged at this level.

An initial effort in finding gender-differentiated measures of equity/of development, from secondary data at the district level was completed / (see Gender Audit in 8 District Study)** The exercise revealed that while 30 variables had been identified by the group as crucial indicators of development and disparity, further reduced to 18, hardly any (only 4) of these measures were available, gender differentiated at the district level.

This was an important finding. Further data that were available were not 'frequent' enough. For example, census data were collected every 10 years and NSS survey was conducted every 5 years. Hence the idea was born that primary data needs to be collected at district level on some key indicators related to poverty eradication and disparities.

KWIRC decided to follow up the various consultations and the identified gap by initiating primary data collection exercise on a pilot methodological basis, not only

- » to build a better data base but also
- » to develop simple methods by which the district administration could collect information for a gender audit and
- » to provide these tools both to llwp's as well as women citizens.

During the process of leading to, and coming out of this exercise it was also intended to work with those agencies involved in the strengthening both of decentralised district government as well as in women's empowerment. (see Vol. II on Chronology of Events)

The exercise was also to incorporate process; namely a methodology which would be continuously inclusive, spreading the idea. This process was also put on the ground over the project period.

In retrospect, the exercise has revealed many useful lessons – both positive and negative.

negative lessons:

To start with the **negative**:- First: the estimates of time and cost which were made in the beginning of the exercise proved to be unrealistic. Field work of the kind that requires statistical rigour not only takes time to design, not only takes time to put on the ground, but takes time to verify and process the data. The estimate that we had made earlier 6 months for data collection and presentation of report not only went into one year, but spilt over to 15 months. In verifying this problem with mainstream statistical systems like NSSO, Census as well as the carefully designed sample surveys conducted by academics, it was found that this is not an unusual experience'

Second, in terms of cost – our intention of doing four districts, two in West Bengal and two in Karnataka later transformed to only Karnataka but three districts, has actually come down to 2 districts in Karnataka. Again this was due to the time that is really required, and thereby cost also, for doing a carefully sampled detailed meticulous household survey. It was also the experience of other special surveys, data collectors (such as Joan Mencher or the ICRW / INCLEN study on violence against women sponsored by the International Centre for Research on Women, had required a budget of US \$ 400,000 spread over two years.

Third Carrying the district governance system along with every step of data collection it was found that the administrative units, both departmental and elected in the districts while they were extremely interested and helpful during the design and the idea creation, are more interested in the outcome and the recommendations which they are willing to absorb. But continuous interaction with the administrative system not only is time consuming but further delays the actual data collection.

positive lessons:

There is so much interest in local self government, women's empowerment and improving citizenship rights, of both women as voters and women as politicians, that the process of diffusion is almost continuous. There was no forum that was not interested in the outcome of the household survey. It was also quite clear that most of the agencies engaged in enabling the Panchayati Raj system had not gone into any form of data presentation exercise as part of the information set as well as political tool for women. Thus, the aim of the project, namely to strengthen women's capacity to participate in district level governance, seems to be continuously being fulfilled by the testing out of the idea with the various forums. It seemed there was a gap in the kind of inputs that were being given, namely enabling women to access and present hard data in a form which was intelligible to them and intelligible to the administration. However here too, the interest was in the outcome and then the teaching of the outcome and the process itself was to be encouraged to get on with the core task.

The process also was information yielding apart from information giving. Most of the national and state level agencies which were engaged in improving gender differentiated data were contacted in turn their efforts as well as their outcomes became part of the process of building up this project. Auditing every input and output thus could not be recorded in the way in which a scientific experiment can be recorded, but the intertwining of the various agencies has had what can be claimed to be enormous synergising effect. As said earlier, the fact that both the Central Ministries engaged in Statistics and Women's empowerment, as well as the UNDP and State

government HDR's have adopted district level governance and district level statistical computations as their main thrust, in rebuilding human development indicators. (see HDR State Level especially Karnataka HDR)

The KWIRC at this time feels encouraged to claim that its initiative and its continuous interaction with the networks and agencies that are handling the data are responsible for the convergence on district level data.

Main point of Report: in the report that follows, the core or the principal substance would be the data that has come out of the 5000 household survey. The data will be compared with available secondary data but the main purpose would not only be to reveal the difference, since the comparability will be vitiated by distance in time and difference in computation methods. The aim of the household survey therefore is not only to compare the primary data with the secondary data, but basically to reveal a methodology by which the variables crucial to understanding gender inequity could be obtained. If the methodology can be integrated into the district administrative system as well as simplified and given as tools in the hands of women citizens, that would be a more important achievement than the comparative exercise.

Thus the report unfolds itself basically to describe the methodology of the household survey, the problems encountered, the changes that are needed to be made in order to make the survey of high quality and manageable, the new ideas that have been incorporated such as time use and focus group discussion.

The GDI and GEM is calculated deliberately to show that it is possible that the elements used would be different from what is used conventionally, since conventional GDIs do not have the kind of data that this household survey reveals.

The exercise that is presented in this report, is still incomplete since the outcome of the household survey and the process has not yet been shared with the various layers with which it is to be shared viz:

- » One, the Technical Committees, namely experts on statistics who can absorb it into their own statistical exercises
- » Two, the panchayati raj training institutes starting from National Institute of Rural Development to NGOs
- » Three, the women who are in governance and
- » Four, those who are engaged in enabling women to exercise rights such as legal rights, rights to information and of course, political parties, media and others who are engaged in transformation.

This process is yet to be achieved and it is hoped that once the data sets are submitted and the abstract of the household survey and its outcomes are transformed into communicable language, this dissemination and therefore a retrieval of wisdom through a process of consultation will lead to what can be called a final report. Thus, we would suggest that this is an interim report.

The Report is presented in III Volumes

- Vol I Covers the main objectives of the Study as defined in the Project Proposal
- Vol II is a Process document which describes the evolution of this exercise – the initiatives and milestones
- Vol III Contains Questionnaires, address lists of meetings and bibliography at which this information was disseminated, addresses of the people who attended the meeting and bibliography.

The Objectives with which the project was undertaken were:

to enhance women's participation in this district level governance by :

1. Developing intelligible “ gender audits” derived from hard datas - both as available, as well as “ computable” from existing sources, as well as develop new proformas, user oriented for the ‘ audit’.
2. Disseminating this information and this methodology to the various constituencies engaged in local government. Audit implies information, as well as assessment. The presentation of data revealing disparities (or equal levels) between males and females in participation as well as in receipts of development will be such that both Government as well as advocacy groups including voters can use them.

The inter district variations will be useful both for allocation decisions by the State as well as stimulate “ competitive” politics, - both amongst political leadership as well as advocacy groups.

The Strategy that was planned was:

First :

To Collect, develop, tabulate, retrieve more data such that 15 variables at least are available differentiated across gender.

This required field work i.e. to interact at district level with various sectoral agencies to see their extension work can yield some more indicators. Thus this requires

- (1) a scan of agencies at district level, their data collection periodicity programmes, their proformas, their workers.
- (2) Tabulations/ retrieval of data from data sources by commissioning retrieval.
- (3) Followed by a carefully selected household level sample survey to actually collect data, with statistical rigour to fill some of the gaps.

Second :

To designing a presentation of outcome as a measure / indicators and present it to

1. The Central Statistical Organisation
2. The District Agencies for critique/assessment.
3. Media, Women's Organisation, - the relevant constituencies including donors.

Area to be covered :

Initially 4 districts 2 in Karnataka (Same districts as earlier excercises) and 2 in West Bengal.

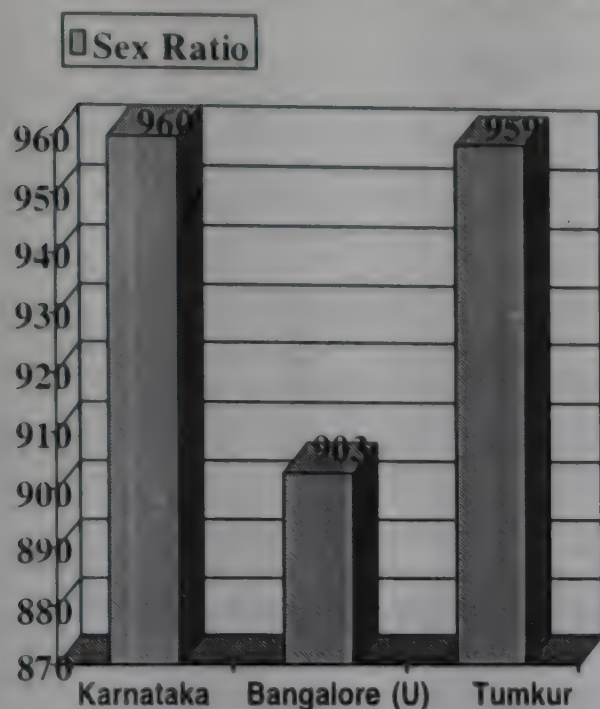
Household sample survey may be conducted as a pilot methodological survey in a Sub-district (Block or "Grama") to be decided after initial consultations.

Progress achieved :

KWIRC has been able to more than fulfill objectives one and hopes to acheive the second objective in the next two months, For instance while initially only 15 indicators were included, the survey has yielded about 35 indicators. By adding Time Use of selected households unpaid work has been identified. Efforts to capture intangibles like decision making power, ownership of assests/ control over income, and domestic violence have been made .Attempts have been made to capture mobility considered a sign of Women's "autonomy".

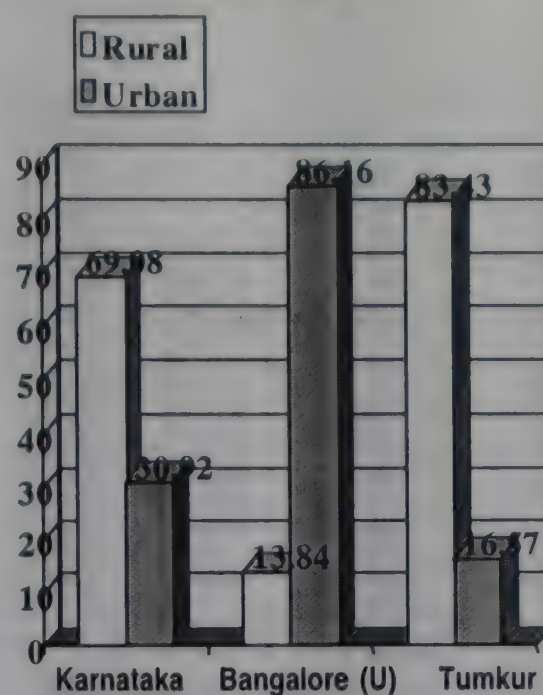
Interaction with mainstream and downstream agencies along the way has already been achieved. The objectives of transferring the idea on to national endeavour. E.g., the Planning Commission, Ministry of Women and Child Development, G O I have launched a programme for deepening district level gender differentiated data, using the KWIRC's initial exploitations and lists as a Beginning. These milestones on the road are captured in chapter on Diffusion (Chapter 8) (and chapter on Implications for Statistical system, Chapter VII) and Vol II, Process.

Sex Ratio
(Number of Females per 1000 Males)



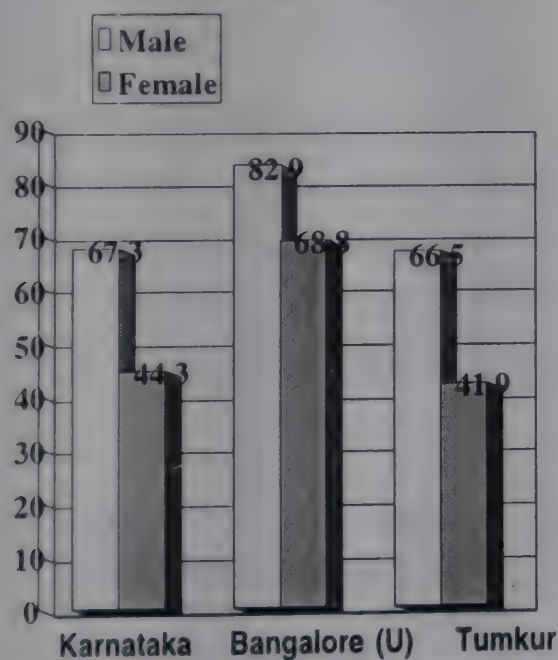
Source : Censes, 1991

Rural & Urban Population
(In Percentages)



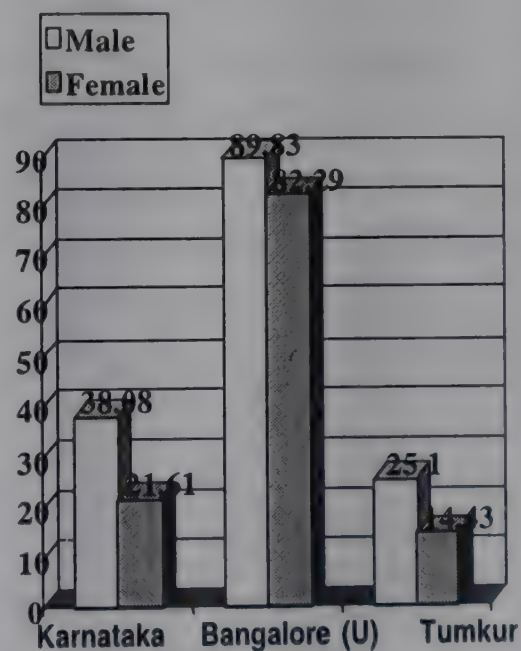
Source : Censes, 1991

Literacy Rate
(In Percentages)



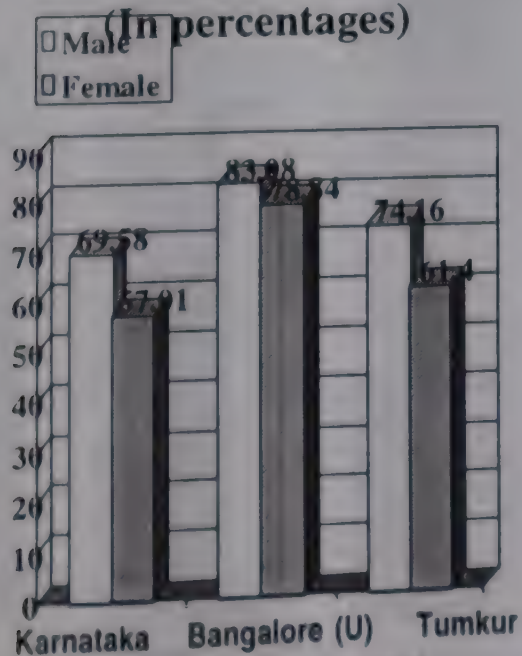
Source : Censes, 1991

Non Farm Workers Among Main Workers
(In Percentages)



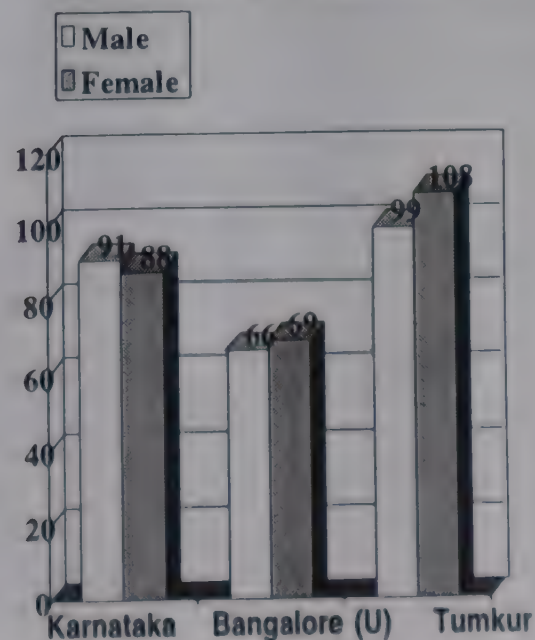
Source : Censes, 1991

School Attendance Rate For age group 6-14 years
(In percentages)



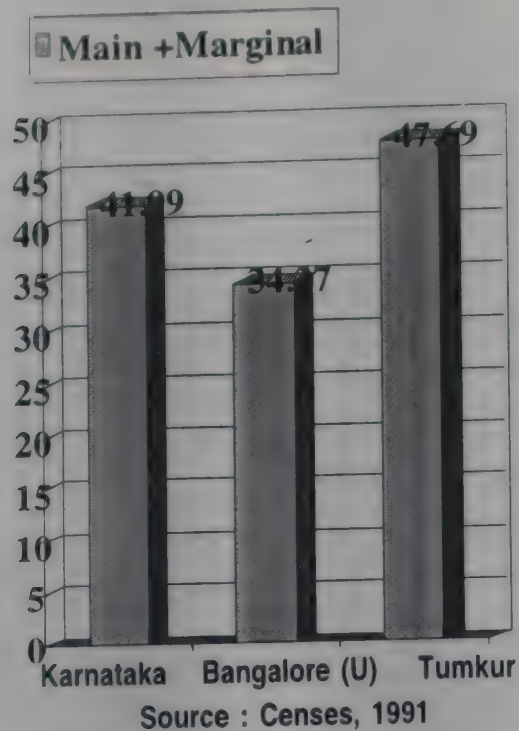
Source : Censes, 1991

Child Mortality Rate
(per 1000 population)

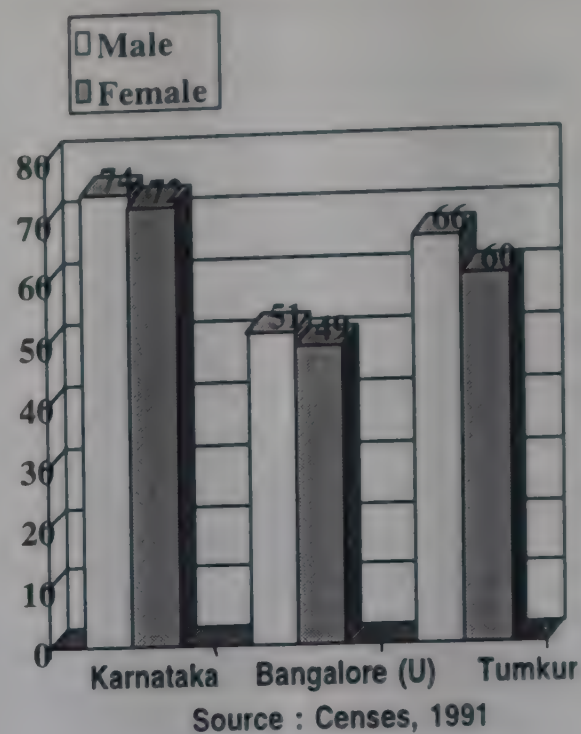


Source : Censes, 1991

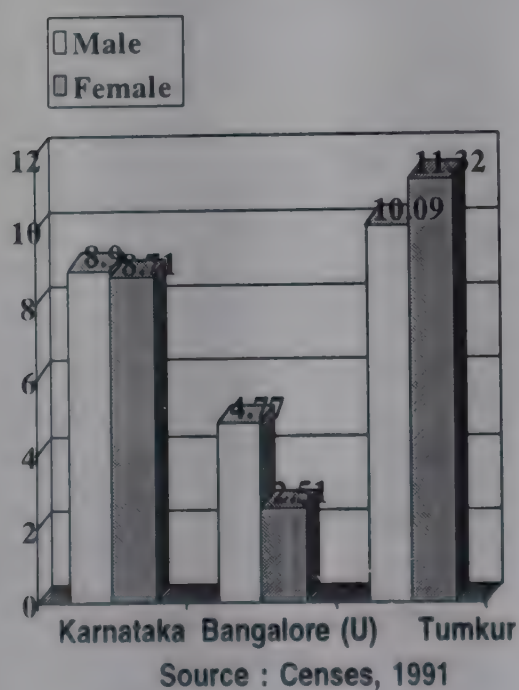
Work Participation Rate



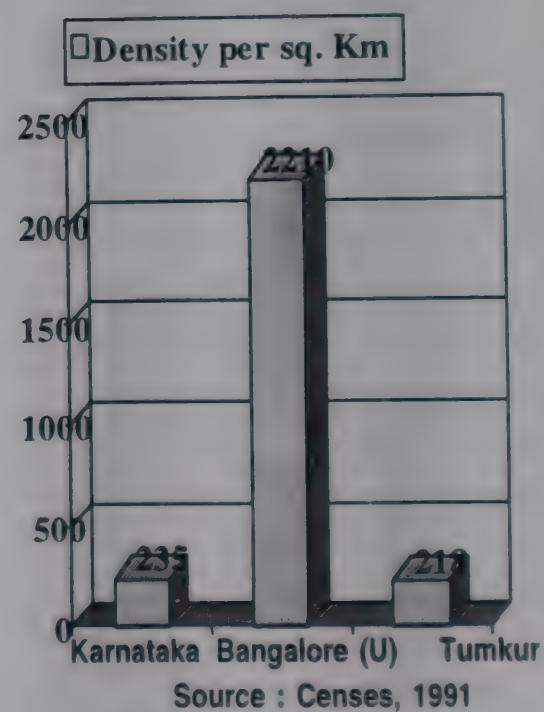
Infant Mortality Rate (Per 1000 Population)



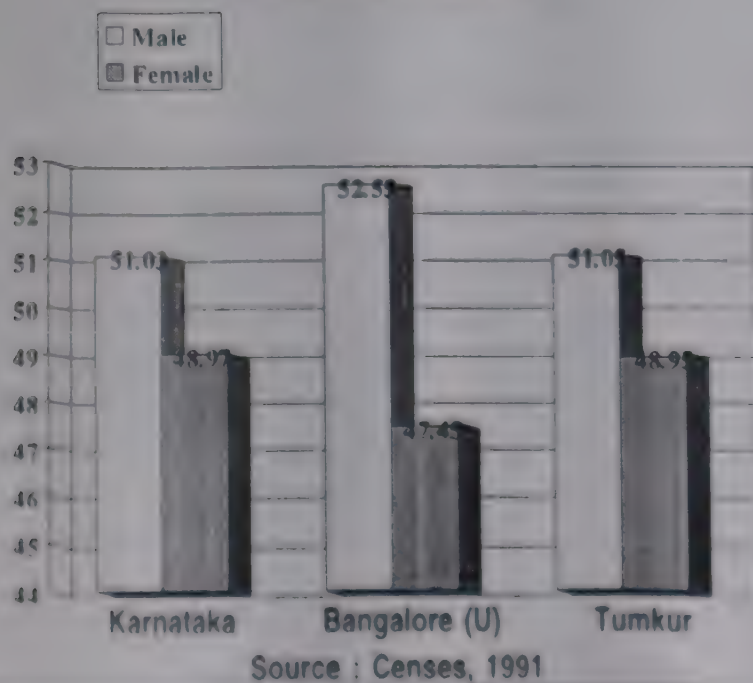
Child Labour by Sex (In Percentages)



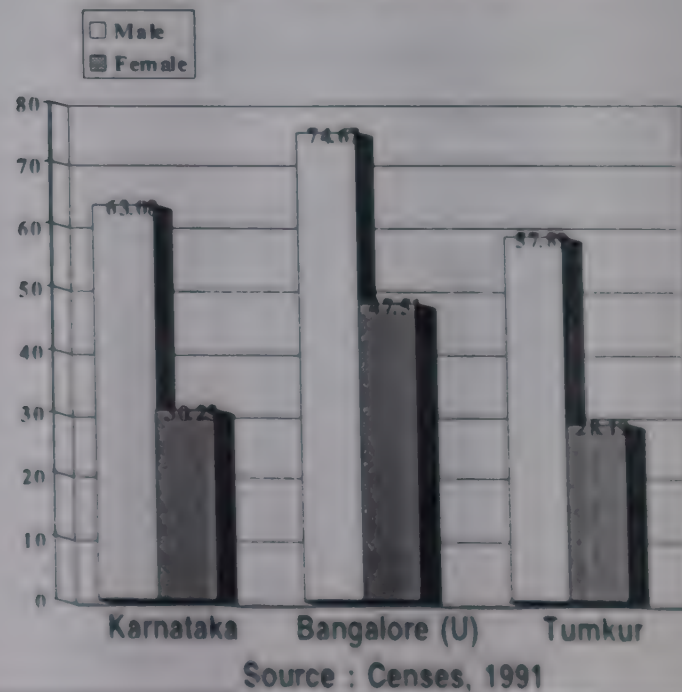
Density of Population



Population by Sex (In percentages)



Unnatural Deaths (Number per lakh population)



Methodology

Two types of data – quantitative and qualitative – were collected for the study. Quantitative data were collected by the field investigators through the household survey undertaken by the Foundation and also from secondary data sources. Qualitative data were obtained by the senior staff of the Foundation through Focus Group Discussions (FGDs) arranged with the respondents (currently married persons) at selected places. This chapter outlines the methodology adopted for conducting the survey and the FGDs.

A. Household Survey

The main objective of the survey, which is a pilot study, is to develop intelligible “gender audits” at the district level and to demonstrate how they can be obtained from a survey that is simple enough to be undertaken periodically by district agencies. Audit implies information as well as assessment. In this exercise, the final set of indicators recommended (see Table 3.1) at the December 1998 workshop on “Developing GDI/GEM and Establishing the Indicators for States and Districts” organised by the Department of Women and Child Development, Government of India, in New Delhi is taken into account. However, these indicators were first listed by the team of economists who initiated a critique of UNDP/HDR indicators and recast them first at macro level (Jain et. al., 1996) and then at district level (Bhat et. al., 1997). Besides, based on the suggestions made at the conference on “Strengthening Women’s Participation in Governance at the District Level”, organised by the Foundation in March 1998, some indicators which are considered relevant for the study of gender disparities or which reflect women’s well-being are also included (see Table).

Most of the indicators can be obtained from the primary data collection process. A few, such as those relating to election, employment in government, crimes etc. are collected from secondary data sources.

The survey was conducted in two districts, viz., Bangalore (Urban) and Tumkur, which provide a contrast; while the former is predominantly urban, the latter is mostly rural. In order to get meaningful estimates of the indicators, it was decided to select a sample of 2,500 households from each district i.e., a total of 5000 households from the two districts.

It is convenient to select a sample of UFS blocks and then the households in urban areas. In order to have adequate work load in the selected UFS block, the household sample size was fixed at 50 per selected block. The number of blocks to be selected from a city/town was obtained by dividing the sample of households for the city/town by 50. Since I.V. units are numbered in a serial order and the blocks within a I.V. unit are also numbered in a serial order, it was decided to select the I.V. units first and then the blocks. One block was selected at random from a selected I.V. unit. The required number of I.V. units (i.e., as many as the number of blocks needed), from a city/town were selected with probability proportional to size, with replacement (number of blocks in the I.V. unit was taken to represent the size). The maps of the selected I.V. units, showing clearly the boundaries of the selected blocks were obtained from the NSSO (Regional office in Bangalore).

Information relating to name of the locality corresponding to the selected I.V. unit and number of households in the selected blocks was also obtained. Here it needs to be noted that due to the efforts of the Foundation at networking, the NSSO supported us by making the Urban Frame Survey data available to us free of cost. They continue to be our valuable partners, by providing us with technical support whenever necessary.

Fifty households were selected from the selected urban block by systematic random sampling. In a few cases (e.g., Koratagere and Gubbi), the sample required from the town was less than 50. In such cases, only the required number of households was selected from the selected block. If the required sample exceeded 50 slightly (by 15 or less) (e.g., Sira), it was selected from one block.

For all the selected households (i.e., 5000 in number), the Household Questionnaire was applied. As mentioned earlier, a 20% sample of the households selected was chosen for administering the other two questionnaires. This was done by choosing every 5th household selected for applying the household questionnaire.

The Time Use Questionnaire was filled for 2964 persons and the Questionnaire for Currently Married Persons was applied to 2004 persons.

Table

Number of Households Selected in Rural and Urban Areas, by District

District	Rural	Urban	Total
Bangalore (Urban)	346	2154	2500
Tumkur	2086	414	2500
All	2432	2568	5000

3. Organisation of Field Work

Six investigators and two supervisors were appointed for the survey. They were given intensive training in the classroom and in the field for one week. The field work was carried out between 12th June 1999 and 6th November 1999. One male and two female investigators did the field work in Bangalore (Urban) district, while three male investigators worked in Tumkur district. All the investigators and supervisors had received a Master's degree.

Findings from household survey

This chapter presents data on indicators of gender disparity and women's well-being as revealed by the household survey conducted in the two districts, Viz., Bangalore (Urban) and Tumkur. The data are presented separately by district, by residence (Urban / Rural) and by economic status (High/Low)¹. The background characteristics of the household population surveyed is also presented for the two districts for comparison and to facilitate understanding of the differences (in gender disparities) noticed between the two districts.

Of the eighteen indicators recommended at the December 1998 workshop held in New Delhi (see Table 3.1), ten are obtained from the household survey (see indicators 1 to 10 given in Table 4.2) and five from secondary data (see indicators 1 to 5 in Table 6.1. One of them actually an indicator of women's condition). Three indicators, Viz., Age Specific Mortality Rate in 15-44 years Age Group, Under-5 Mortality Rate and Control over Resources are not included in the present study.

An additional set of 21 indicators (seven of them reflect women's well-being), including time preference, considered relevant for the present study, is included, as mentioned under Methodology. Thus, a total of **36 indicators**- 28 for gender disparity and eight for women's well-being - are included in the present study.

Actually, the mortality indicators were considered and relevant data were collected from the household survey, but the values of the indicators obtained are found to be under- estimates and, therefore, they are not included. It is generally observed from surveys that deaths are under-reported and age data are not reliable because of digit preference (preference for ages ending with certain digits such as 0,5,4 etc.) and age mis-reporting, and, therefore, death rates are not reliable. Moreover, a very large sample is required, because relatively few deaths take place, especially in an age group like 15-34 years. Therefore, attempts should be made to obtain these indicators at the district level through the Sample Registration System (SRS).

Regarding the indicator of 'Control Over Resources', the workshop recommended that it could be obtained by multiplying workforce participation rate and wage rate for males and females. However, this is not easy to compute, as there is no single wage rate that could be applied; the wage rates differ considerably for different occupations, especially in urban areas, and unless a weighted average is readily available, this indicator cannot be computed. Therefore, for want of relevant data, the indicator of 'Control over Resources' is not included in the study.

In what follows, comments are made on the indicators of gender disparity given in Tables 4.2, 4.3, and 4.4, and the indicators of women's well-being given in Tables 4.5, 4.6 and 4.7. The rationale for choosing the indicators is also given. A comparison of the survey data with secondary data available is provided in Chapter 6.

¹ Those living in Pucca house (brick, stone or cement house) are treated as belonging to 'High' economic status and the others to 'Low' economic status.

A. CHARACTERISTICS OF THE POPULATION

Table 4.1 gives the percent distribution of the household population (sample) for the two districts by selected background characteristics. The close similarity between the two districts in respect of age, sex and marital status may be noted. As expected, the proportions of rural and urban population are very close to the census ('91) figures. Illiterates account for 21 percent of the population (sample) in Bangalore (Urban) district and 38 percent in Tumkur District. The corresponding figures according to '91 Census are 24 percent and 46 percent respectively. This shows that illiteracy has declined in both the districts between '91 and '99. As expected, those with higher education are relatively more in Bangalore (Urban) District. More than 80 percent of the population are Hindus in each district. Muslims account for about 12 percent of the population. Five percent of the population in Bangalore (Urban) District are Christians. Scheduled Castes and Scheduled Tribes account for 15 percent in Bangalore District, and 25 percent in Tumkur District. As the composition of the sample population is consistent with the census data, it can be assumed that the sample is representative of the population in the two districts.

B. INDICATORS OF GENDER DISPARITY

Tables 4.2, 4.3 and 4.4 give values of 24 indicators of gender disparity obtained from the survey. Since the picture emerging from the three tables — Bangalore (Urban) District Vs. Tumkur District, Urban Vs. Rural areas and High Vs. Low economic Status— is similar, the discussion here is mainly confined to male-female differences in the two districts (Table 4.2) in respect of various indicators. The definitions of the indicators are given at the end of the Chapter.

1. Sex Ratio

Sex Ratio is defined as number of females per 1000 males in a population. If there is no discrimination against women, one would expect this ratio to be around 1000. If the ratio is less than 1000, it indicates discrimination against women. Table 4.2 shows that the ratio is 953 for Bangalore and 950 for Tumkur, indicating the extent of discrimination. It may be noted, however, that the overall sex ratio, particularly at the district level, could be affected by in- and out-migration.

2. Sex Ratio in Age Group 0-6 years.

This indicator considers only children in the age group 0-6 years. It is a better indicator than the overall sex ratio, as it would capture more clearly the gender discrimination in different parts of the country. Also, the impact of migration on this indicator would be minimal. The survey data show that this ratio is much less than the overall sex ratio for each district, confirming discrimination against women.

3. Work Participation Rate

Work Participation rate (WPR) gives the percentage of workers to total population. This is computed separately for males and females and also for main and marginal workers². The WPR for males and females bring out the differences in different regions of the country regarding opportunity to participate in economic activities. Table 4.2 shows that the WPR for females (taking both main and marginal workers into account) is less than that for males, indicating that females have fewer opportunities to participate in economic activities, especially in Bangalore district. A higher participation of females in Tumkur (41%) compared to Bangalore (16%) however, does not necessarily mean greater women's welfare in Tumkur. It may be noted that

² Those who worked for 183 days or more in the preceding year are main workers and those who worked for less than 183 days are marginal workers. Work also includes unpaid work on farm or in family enterprise.

three out of four female workers in Tumkur are marginal workers. This proportion appears to be rather high; according to the census '91, the WPR of female marginal workers is 14.54, which is half the value obtained in the survey. It is quite possible that some of the female main workers, especially those in agriculture, were wrongly classified as marginal workers in the survey. It may be noted that the WPR of females (taking all workers into account) obtained from the survey (41) is fairly consistent with the census figure of 38 for 1991. It is interesting to note that, if we consider only the main workers, the WPRs in Bangalore and Tumkur are almost the same for males (56%).

Percentage of Non-farm workers among Main workers

Participation by males / females as main workers reflects their status in the labour market. And participation in non-farm employment reflects occupational diversification enjoyed by them in the labour market. Therefore, the percentage of non-farm workers among main workers would indicate the extent of female empowerment. Table 4.2 shows that the percentages for males and females in Bangalore District are above 90 and almost the same. It may be noted, however, that Bangalore District is predominantly Urban (only about 15% live in the rural areas.) and therefore, very few are engaged in farm work. This explains the low participation of females (16%) compared to males (57%) in the district, even when we consider both main and marginal workers.

In the case of Tumkur, the percentage of non-farm workers (among main workers) is much higher for females (74.5) than for males (40.6) (The corresponding figures according to the census 1 are 14.4 and 25.1). As mentioned earlier, it seems there was wrong classification of main workers (farm workers) as marginal workers in some cases, especially females, in the survey; this could have boosted the percentage of non-farm workers among main workers.

Since under-reporting of main workers is common in surveys, this indicator, viz., "percentage non-farm workers among main workers" is not reliable. Instead, we could consider 'Percentage Non-Farm workers', (i.e., among all workers).

Percentage of Agricultural Labourers among Marginal Workers

Since a large proportion of female workers are generally classified as marginal workers, and many of them may be engaged in agriculture, it would be relevant to find out the percentage of such workers among marginal workers for males and females. This indicator is included to highlight the marginalisation of female workers.

The indicator actually considered was 'Percentage of Agricultural Labourers among Marginal workers', as recommended at the December 1998 workshop. As expected, the value of this indicator is greater for females (22) than for males (8) in Bangalore. But, in Tumkur, it is greater for males (47) than for females (40). However, if we consider 'agricultural workers' (including farmers, agricultural labourers and other farm workers, i.e., occupation groups 60-65 in National Classification of Occupations) instead of 'agricultural labourers', the values of the indicator are higher for females in both the districts. And the value for Tumkur females is the highest (96). Therefore, it is suggested that the indicator could be modified as 'Percentage of Agricultural workers among Marginal Workers'.

Agricultural Wage Rate

This indicator shows the extent of discrimination in the agriculture sector with respect to payment of wages. It also brings out differential access to resources. Table 4.2 shows that the

agricultural wage rates (per day) are higher in Bangalore (U) district than in Tumkur District, and they are higher for males than for females in both the districts. In Tumkur, which is predominantly rural, the wage rates for males and females are Rs. 31 and Rs. 22 respectively indicating the extent of discrimination against females.

7. Literacy Rate for Age Group 7 and Above

Literacy is an indicator of access to knowledge. Male-female differences in literacy rate reflect the extent to which they have been exposed to formal and non-formal systems of education. According to the survey, the literacy rates are higher for males than for females in both the districts. The rates are higher for Bangalore District as expected; in the age group 7 and above, 92 per cent of males and 83 per cent of females are literates. The corresponding rates for Tumkur are 77 and 60 for males and females respectively.

8. Percentage of Population having completed Middle Level

This indicator provides information about the extent of access to schooling. The survey data show that the values of the indicator are less for females than for males in both the districts and the values for Tumkur are less than those for Bangalore. In other words, females have had less access to schooling. Only 31 per cent of females compared to 45% of males in Tumkur have completed middle level of schooling. The corresponding percentages for Bangalore are 54 and 63 for females and males respectively.

9. School Attendance Rate for Age Group 6-14 years

This is an indicator of schooling. It presents the current picture for the age group 6-14 years, which is relevant for schooling. For policy purposes, this is more useful than the previous indicator, which is influenced by the older age cohorts whose educational attainment cannot be easily improved.

The survey data show that the school attendance rate in each district is above 85 per cent which appears to be high. The male-female difference in the rate is not high. In fact, the attendance rate is higher for females than for males in Bangalore. The picture presented could be different for some of the northern districts of Karnataka which are less developed; the indicator might reveal significant gender differences.

10. Percentage of Sterilization

It is well known that, in India, the burden of family planning falls on the women. Although temporary methods of family planning (IUD, Oral pill, Condom and other conventional contraceptives) and permanent methods (male and female sterilization) are provided by the Government free of cost, sterilization continues to be the main method of family planning adopted by the couples. Even though male sterilization is much simpler and safer, it is the female sterilization which is most often preferred. This is confirmed by the survey data, which show that not even one per cent of the married men (in the age group 20-49 years) have undergone sterilization in each district, whereas nearly half the number of married women (in the age group 15-44 years) have been sterilized. The percentage of women who accepted sterilization is higher in Tumkur (54) than in Bangalore (45). This glaring difference between men and women in terms of acceptance of sterilization is a reflection of Patriarchy (male domination in society) and therefore, this is a very useful indicator.

1. Percentage of Unpaid Workers

Generally, unpaid family workers are relatively more among women than among men. Since unpaid work does not get the same social recognition as paid work, women enjoy a lower status than men in the society. Therefore, this indicator, viz., Percentage of Unpaid Workers, would reflect the status of men and women.

The survey data show that the percentage of unpaid workers is greater (but not considerably) for females in Tumkur, but not in Bangalore. More than half the number of male as well as female workers in Tumkur are unpaid. In Bangalore, the percentage is 30 for males and 22 for females. These figures are closely related to agriculture and allied activities (where there is scope for unpaid work), which are more in Tumkur.

The indicator does not seem to be sensitive enough to reflect the relative status of men and women, because not all types of unpaid work are covered here, as we follow the census definition. A better indicator based on time use will be discussed later.

2. Morbidity Rate

Morbidity reflects the quality of health enjoyed by the people. It is of interest to find out whether males and females differ in respect of health condition. In the Household Questionnaire, a question relating to morbidity was included. The question is "Did any usual resident of this household fall sick during the last 15 days in this village / town / city or outside? If yes, give the particulars about the sickness of each person." Based on the responses, the percentages of males and females who fell sick during the reference period were obtained. Table 4.2 shows that this rate (morbidity rate) is higher for females than for males in both the districts. It may be noted that, in the case of Bangalore, the morbidity rate for females (5.7%) is 35 per cent higher than that for males (4.2%). In the case of Tumkur, the rate is slightly higher for females (4.4 %) than for males (4.2%). Interestingly, the morbidity rate is the same for males in both the districts. Analysis of data on particulars about sickness may throw more light on gender differences with respect to morbidity.

3 – 16. Time Spent on Economic Activities

As mentioned under Methodology (chapter 3), the data collected in the Time Use Questionnaire provides valuable information on time spent by each individual on productive (economic) activities and others. Productive activities are payable (paid or unpaid). The others are non-payable activities (e.g., eating, sleeping). Under productive activities, we also include goods and services produced and consumed by the household (e.g., cooking, cleaning, washing etc.) Thus, the unpaid activities covered here are more exhaustive than in the indicator 11 (Percentage of unpaid workers). Therefore, the Time use data obtained in the survey give more realistic picture of the unpaid work done by females – which is invisible and unrecognized.

Of the four indicators on time use, two relate to time spent on economic activities on a normal day and two to time spent on unpaid economic activities on a normal day. They are given separately for age groups 5-14 years and 15-59 years.

Table 4.2 shows clearly that, in Tumkur District, females are engaged for longer hours than males in economic activities. Male children (5-14 years) are found working longer hours in

economic activities than female children in Bangalore (Urban) District. This is an understandable phenomenon as there are many young boys who are working as child labour in the city of Bangalore, especially in hotels and in garages, whereas the opportunities for the little girls are not clear in the urban areas. On the other hand, little girls work longer hours in rural areas, engaged in economic activities. For the working group (15-59 years), it is noticed that men do work for six hours a day whereas women work for six and a half hours a day in Bangalore District. But in Tumkur District, the women work for more than 8 hours a day in economic activities. Once again, it is not surprising as women do have more opportunities in rural areas for economic activities than urban areas. With reference to unpaid economic activities, there is an evenness between children, male and female in Bangalore District. But the females in Tumkur are spending twice as much time in unpaid economic activity as males. This is not surprising as girl children do provide domestic services to rural households like fetching water, fuel, cleaning, cooking etc. This is an important finding as it shows that some young girls are not able to go to school because of their engagement in what is called unpaid economic activities.

Coming to the working age group, it is found that, not surprisingly, women spend twice the time spent in unpaid economic activities by men in Bangalore. In Tumkur, men also spend a good deal of time (almost half a day) in unpaid economic activities and women spend 50 per cent more time than men.

17-19. Ownership of Assets

Ownership of assets indicates economic power. The assets considered for the study are agricultural land, house / flat / site and livestock. Information relating to ownership of these assets was obtained from the married males and females in the sub-sample of households selected for administering the Questionnaires II and III. The percentages of married males and females owning these assets are shown against indicators 17, 18 and 19. Table 4.2 clearly shows the disparities between males and females in respect of ownership of assets. Only a small percentage of women own the assets.

In Tumkur, ownership of agricultural land among males (26.5%) is nearly ten times that of females (2.8%), ownership of houses or flats among males (40.5%) is more than five times that of females (7.2%). Similarly, ownership of livestock is also much higher among males (31.1%) than among females (1.8%). Interestingly, in Bangalore District also, the ownership of houses or flats among males (32.9%) is five times that of females (6.5%). Ownership of the other two assets is low among males as well as females in Bangalore, because it is predominantly urban.

20-21 Control over Earnings and Savings

Control over one's earnings and savings indicate status of the person in the household. Information relating to this was obtained from married persons in the sub-sample of households. It is interesting to note from Table 4.2 that the gender disparities in respect of these two indicators are greater in Tumkur District (which is predominantly rural) than in Bangalore District (which is predominantly urban). Urban women seem to have far greater control over their earnings and savings compared to the rural women. Interestingly, in Bangalore District, while two-thirds of the women have control over their earnings, only half the number of men do. In Tumkur, 90 per cent of men compared to 29 per cent of women have control over their earnings; while three-fourths of the men exercise control over their savings, only about one-third of the women do.

Bangalore, 84 per cent of men compared to 69 per cent of women have control over their personal savings.

2. Physical Mobility

Freedom of mobility is a sign of development. It also indicates the status of women. The currently married males and females (in the sub-sample of households) were asked if there were any restrictions on their mobility for various activities, viz., going to work, grazing animals, gathering fuel / fodder, fetching water, going to school, visiting health centre, visiting shops/market, visiting offices / bank, going to hotel / cinema, visiting friends / relatives and visiting Mahila Mandals / sanghas. A person is assumed to have no restrictions on physical mobility if for each of the above activities, his / her response is 'No restriction (can go alone)' or 'Not applicable'. The indicator considered is 'Percentage of married males and females, having no restrictions on physical mobility'. It is interesting to find that more than 90 per cent of men in each district have freedom of mobility, whereas only 17 per cent of women in Tumkur and 33 per cent in Bangalore have no restrictions on physical mobility. Thus, it appears that the women in Bangalore enjoy more freedom of mobility than the women in Tumkur.

It should be mentioned here that, for some of the activities, such as going to work, grazing animals, gathering fuel, fetching water and going to school, there are no restrictions. Restrictions are applied when women want to go for shopping or go to hotel / cinema or visit friends / relatives or visit Mahila Mandals / Sanghas. The focus group discussion (see Chapter 5) throw more light on the restrictions imposed on women for different activities.

3. Violence / Harassment

Studies have shown that women in India are subjected to violence and harassment for various reasons, such as dowry demands, childlessness and bearing girl children. Men also are involved in violence, but for different reasons, such as fights over property or money, political quarrels and caste / communal quarrels. In order to bring out the differences between men and women with regard to violence / harassment, a question on this topic was included in the questionnaire for Currently Married Persons. The survey data show that the percentage of married persons subjected to violence / harassment is around 12 in Bangalore and 22 in Tumkur. The data do not seem accurate, as they show that men and women are equally exposed to violence in rural and urban areas. It is here that qualitative data collection has to supplement quantitative data (see Chapter 5 for findings from focus group discussions on this topic).

4. Decision - Making

In order to ascertain whether decisions in the family are taken by the husband or by the wife or they are taken jointly, a question is included in the Questionnaire for Currently Married Persons. Various items, such as buying and selling of assets, taking of loans, expenditure, family planning, children's education, children's marriage, health care of family members and leisure time activities, are included for decision-making. The indicator considered is 'Percentage of married males and females who are not involved in decision-making in the family.' This is an indicator of patriarchy.

The survey data do not seem to be accurate, as very few are not involved in decision-making. In other words, almost all the decisions are jointly taken. The picture presented by the focus group discussions is different (see Chapter 5).

C. INDICATORS OF WOMEN'S WELL-BEING

If basic amenities like water, electricity and toilet facility are provided to the households would reduce the drudgery of work of women, who perform their economic activities within households. It would naturally have a positive impact on women's well-being. Seven indicators of women's well-being have been identified and the data required were collected from the households. The values of these indicators are presented in Tables 4.5, 4.6 and 4.7. Table 4.5 provides district-wise comparison, Table 4.6 gives data for rural and urban areas and Table 4.7 furnishes data on economic status. The differentials portrayed by the three tables are similar and as expected.

The data reveal that 80 per cent of the households in Tumkur compared to 98 per cent in Bangalore have electricity, which is satisfactory. Toilet facility in Tumkur is not satisfactory; only 22 per cent of the households have the facility, compared to 85 per cent for Bangalore. The two districts do not differ much regarding 'adequate water facility'; only 61 per cent of the households in Bangalore and 52 per cent in Tumkur have adequate water facility. While 54 per cent of the households in Bangalore use mainly electricity, gas or solar power for cooking, only 7 per cent in Tumkur do so. Overall, one can infer from the values of the indicators that 'Women's well-being is better in Bangalore District than in Tumkur District. This is to be expected because Bangalore District is predominantly urban and Tumkur District is predominantly rural. This is confirmed by Table 4.6 which shows that women's well-being is better in urban areas than in rural areas.

Table 4.1

**Percent Distribution of the Household Population; by selected
Background characteristics, according to District.**

Background charecteristics	Bangalore (Urban) District	Tumkur District
Residence		
Rural	15.25	83.11
Urban	84.75	16.89
Total	100.00	100.00
Age		
0-4	7.78	8.15
5-14	18.67	19.33
15-44	52.33	52.27
45-59	13.57	13.61
60+	7.64	6.64
Total	100.00	100.00
Sex		
Male	51.27	51.65
Female	48.73	48.35
Total	100.00	100.00
Martial Status		
Never Married	47.28	47.55
Currently Married	47.20	46.82
Separated	0.63	0.58
Widowed	4.86	4.99
Divorced	0.02	0.06
Total	100.00	100.00
Education		
Illiterate	21.35	38.39
Literate, < Primary complete	7.99	8.12
Primary School Complete	11.99	14.53
Middle School Complete	16.28	20.11
High School Complete	16.53	8.63
Above High School	25.86	10.22
Total	100.00	100.00

contd...

Table 4.1 (contd...)

Background charecteristics	Bangalore (Urban) District	Tumkur District
Religion		
Hindu	80.77	88.15
Muslim	12.44	11.69
Christian	5.35	0.10
Other	1.44	0.06
Total	100.00	100.00
Caste/Tribe		
Scheduled Caste	13.6	16.8
Scheduled Tribe	1.5	8.4
Other	84.9	74.8
Total	100.00	100.00
Total Household Population	12080	12437
Average size of the Household	4.83	4.97

Table 4.2
Values of Indicators of Gender Disparity by District

Sl No	Indicator	Bangalore (Urban) District		Tumkur District	
		Males	Females	Males	Females
1	Sex Ratio	953.3		950.3	
2	Sex Ratio in age group 0-6 years	854.9		889.2	
3	Work participation rate :				
	a) Main workers	56.1	13.5	55.9	11.5
	b) Marginal workers	1.2	2.7	3.5	29.9
	c) Main & marginal workers	57.3	16.2	59.5	41.4
4	Percentage of non-farm workers among main workers	93.1	91.6	40.6	74.5
5	Percentage of agricultural labourers among marginal workers	8.1	21.9	47.4	39.7
6	Agricultural wage rate per day in :				
	a) Rural areas	41.40	29.79	30.89	22.20
	b) Urban areas	35.00	-	40.00	28.20
	c) Rural & urban combined	41.20	29.79	30.97	22.30
7	Literacy rate for age group 7 and above	92.19	82.69	76.97	59.86
8	Percentage of population having completed middle level	62.6	53.5	45.3	30.7
9	School attendance rate for age group 6-14 years	89.5	92.1	88.3	84.6
10	Percentage of sterilisation	0.5	44.9	0.1	53.7



contd...

Table 4.2 (contd...)

Sl No	Indicator	Bangalore (Urban) District		Tumkur District	
		Males	Females	Males	Females
11.	Percentage of unpaid workers	29.8	21.5	54.6	57.3
12.	Morbidity rate	4.2	5.7	4.2	4.4
13.	Time spent (minutes) on economic activities on a normal day (for age group 5-14 years)	43.7	29.8	34.5	68.0
14.	Time spent (minutes) on economic activities on a normal day (for age group 15-59 years)	480.0	388.2	461.1	507.0
15.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 5-14 years)	27.9	29.6	29.8	61.0
16.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 15-59 years)	163.4	326.0	223.2	346.0
17.	Percentage of married males and females owning agricultural land	6.6	1.2	26.5	2.8
18.	Percentage of married males and females owning House/ Flat/Site	32.9	6.5	40.5	7.2
19.	Percentage of married males and females owning/ controlling sale of the livestock	3.1	0.6	31.1	1.8

contd...

Table 4.2 (contd...)

Sl No	Indicator	Bangalore (Urban) District		Tumkur District	
		Males	Females	Males	Females
20.	Percentage of married males and females having control over their earnings(if any)	49.6	65.6	89.6	29.0
21.	Percentage of married males and females having control over their personal savings (if any)	84.2	69.0	77.7	36.4
22.	Percentage of married males and females having no restrictions on physical mobility	95.7	32.5	91.4	17.1
23.	Percentage of married males and females subjected to violence/harassment	11.4	12.2	21.6	21.9
24.	Percentage of married males and females who are not involved in decision-making in the family	0.2	2.0	1.4	5.4

Table 4.3
Values of Indicators of Gender Diparity by Residence

Sl No	Indicator	Urban		Rural	
		Males	Females	Males	Females
1.	Sex Ratio	958.7		944	
2.	Sex Ratio in age group 0-6 years	872.9		868.1	
3.	Work participation rate :				
	a) Main workers	56.8	14.3	53.5	10.7
	b) Marginal workers	0.5	1.3	4.1	32.0
	c) Main & marginal	57.3	15.6	57.7	42.7
4.	Percentage of non-farm workers among main wokers	97.8	99.2	34.1	62.6
5.	Percentage of agricultural labourers among marginal workers	6.1	17.7	41.6	39.2
6.	Agricultural wage rate per day in :				
	a) Rural areas	-	-	31.64	22.84
	b) Urban areas	39.00	28.20	-	-
	c) Rural & urban combined	39.00	28.20	31.64	22.84
7.	Literacy rate for age group 7 and above	92.78	84.41	76.08	57.58
8.	Percentage of population having completed middle level	63.7	55.4	42.5	28.2
9.	School attendance rate for age group 6-14 years	90.1	92.6	87.7	84.2
10	Percentage of sterilisation	0.5	41.6	0.2	57.0

contd.....

Table 4.3 (contd...)

Sl No	Indicator	Urban		Rural	
		Males	Females	Males	Females
11.	Percentage of unpaid workers	31.4	28.7	53.4	54.6
12.	Morbidity rate	3.9	5.5	4.3	4.6
13.	Time spent (minutes) on economic activities on a normal day (for age group 5-14 years)	22.6	24.8	55.9	72.8
14.	Time spent (minutes) on economic activities on a normal day (for age group 15-59 years)	458.4	368.7	481.8	533.7
15.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 5-14 years)	7.5	24.6	51.1	66.4
16.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 15-59 years)	138.5	304.2	247.1	373.3
17.	Percentage of married males and females owning agricultural land	4.5	0.6	29.6	3.5
18.	Percentage of married males and females owning House/ Flat/ Site	31.2	8.0	42.7	5.6
19.	Percentage of married males and females owning/ controlling sale of the livestock	1.4	0.2	34.3	2.3

contd...

Table 4.3 (contd...)

Sl No	Indicator	Urban		Rural	
		Males	Females	Males	Females
20	Percentage of married males and females having control over their earnings(if any)	52.2	60.9	88.7	31.6
21	Percentage of married males and females having control over their personal savings (if any)	88.5	83.3	74.1	26.9
22.	Percentage of married males and females having no restrictions on physical mobility	95.7	32.0	91.2	16.9
23.	Percentage of married males and females subjected to violence/harassment	10.5	11.7	23.1	22.9
24.	Percentage of married males and females who are not involved in decision making in the family	0.4	1.4	1.2	4.2

Table 4.4
Values of Indicators of Gender Diparity by Economic Status

Sl No	Indicator	High		Low	
		Males	Females	Males	Females
1.	Sex Ratio	944.1		955.9	
2.	Sex Ratio in age group 0-6 years	882.7		863.9	
3.	Work participation rate :				
	a) Main workers	57.2	12.2	55.3	12.7
	b) Marginal workers	0.8	4.6	3.4	24.2
	c) Main & marginal	58.0	16.8	58.7	36.8
4.	Percentage of non-farm workers among main wokers	88.7	95.4	51.4	76.7
5.	Percentage of agricultural labourers among marginal workers	5.1	13.9	42.7	41.3
6.	Agricultural wage rate per day in :				
	a) Rural areas	31.30	-	31.64	22.84
	b) Urban areas	-	-	39.44	29.20
	c) Rural & urban combined	31.30	-	31.72	22.93
7.	Literacy rate for age group 7 and above	94.98	86.25	77.42	61.25
8.	Percentage of population having completed middle level	70.6	60.6	42.9	30.0
9.	School attendance rate for age group 6-14 years	92.1	92.7	87.3	86.1
10	Percentage of sterilisation	0.5	42.5	0.2	53.8

contd...

Table 4.4 (contd...)

Sl No	Indicator	High		Low	
		Males	Females	Males	Females
11.	Percentage of unpaid workers	38.8	38.5	45.4	50.7
12.	Morbidity rate	3.8	4.9	4.4	5.2
13.	Time spent (minutes) on economic activities on a normal day (for age group 5-14 years)	24.1	37.4	47.0	47.8
14.	Time spent (minutes) on economic activities on a normal day (for age group 15-59 years)	435.3	377.2	492.5	492.3
15.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 5-14 years)	24.1	37.4	31.4	43.3
16.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 15-59 years)	155.0	313.5	218.5	351.7
17.	Percentage of married males and females owning agricultural land	9.4	1.2	21.9	2.5
18.	Percentage of married males and females owning House/ Flat/Site	38.1	8.5	36.2	5.7
19.	Percentage of married males and females owning/ controlling sale of the livestock	6.6	0.7	24.9	1.2

contd...

Table 4.4 (contd...)

Sl No	Indicator	High		Low	
		Males	Females	Males	Females
20	Percentage of married males and females having control over their earnings(if any)	55.7	55.9	79.7	36.5
21	Percentage of married males and females having control over their personal savings (if any)	94.9	75.6	71.7	32.3
22.	Percentage of married males and females having no restrictions on physical mobility	97.0	31.6	91.8	20.1
23.	Percentage of married males and females subjected to violence/harassment	11.2	12.9	18.7	19.9
24.	Percentage of married males and females who are not involved in decision making in the family	1.8	6.7	0.0	0.7

Table 4.5
Values of Indicators of Women's Well-being, by District

Sl No	Indicator	Bangalore (Urban) District	Tumkur District
1.	Percentage of households living in electrified house	97.8	79.6
2.	Percentage of households using electricity for heating bath water	35.9	1.4
3.	Percentage of households using electricity for kitchen aids	52.5	13.1
4.	Percentage of households having refrigerator	31.3	2.0
5.	Percentage of households with toilet facility	84.5	22.0
6.	Percentage of households with adequate water facility	60.8	52.0
7.	Percentage of households using mainly electricity, gas or solar power for cooking	53.6	7.3

Table 4.6
Values of Indicators of Women's Well-being For Rural and Urban Areas

Sl No	Indicator	Urban	Rural
1.	Percentage of households living in electrified house	97.4	79.9
2.	Percentage of households using electricity for heating bath water	34.7	1.0
3.	Percentage of households using electricity for kitchen aids	54.9	9.6
4.	Percentage of households having refrigerator	31.2	1.4
5.	Percentage of households with toilet facility	89.1	15.6
6.	Percentage of households with adequate water facility	66.3	46.1
7.	Percentage of households using mainly electricity, gas or solar power for cooking	54.2	5.5

Table 4.7
Values of Indicators of Women's Well-being by Economic Status

Sl No	Indicator	High	Low
1.	Percentage of households living in electrified house	98.6	82.4
2.	Percentage of households using electricity for heating bath water	43.0	1.9
3.	Percentage of households using electricity for kitchen aids	63.1	12.7
4.	Percentage of households having refrigerator	39.1	1.8
5.	Percentage of households with toilet facility	89.4	29.3
6.	Percentage of households with adequate water facility	77.3	42.5
7.	Percentage of households using mainly electricity, gas or solar power for cooking	66.2	6.7

Findings From Focus Group Discussions

Focus group discussions (FGDs) as an integral method in participatory research were incorporated into the study mainly for three purposes:

- » to cross-check the information collected during household survey
- » to gather qualitative information in a participatory manner and finally
- » to develop qualitative indicators to understand the status of women.

These discussions were carried out after the completion of the household survey. FGDs were facilitated on the premise that survey method cannot capture the lived experiences that can singularly connote the gender relations in the family and thereby, status of women in society. Therefore, the FGDs were arranged separately for men and women who have been surveyed earlier for the study. Due to the inherent limitations of survey method and more so for the gender of the researchers, it was found that certain sections of the interview schedule remained unattempted by women.

As mentioned in chapter 3 (Methodology), eight locations were selected with a purposive sampling from the districts of Bangalore and Tumkur. The criterion for selection was homogeneity of the population. In the district of Bangalore, 3 urban localities and 1 village and from the district of Tumkur, 3 villages and one urban block from the Tumkur town were chosen. Each group was envisaged for a strength of ten or eleven members. The total number of currently married men and women expected to attend the FGDs in rural areas was 41 each, and the same number in urban areas. In other words, 164 persons were to participate in the FGDs (they were earlier interviewed in the survey). However, only 81 participated (see Table 4.1).

Table 5.1

Total Number of Respondents in Survey and Participants in FGDs in the selected Localities by Sex, according to Residence.

Residence	Survey		FGD	
	Male	Female	Male	Female
Rural	41	41	21	29
Urban	41	41	9	22
Total	82	82	30	51

The main topics for discussion were prepared from the interview schedule. The discussions focussed on the following themes - assets, income, loans, savings, freedom for mobility, decision-making, violence or harassment at home, awareness of government schemes and membership in social organizations.

Table 5.2
Comparison of Data from Survey and FGDs for Males and Females

Sl. No.	Variables	According to Survey		According to FGD	
		M	F	M	F
1.	Total number of Respondents considered for analysis	30	51	30	51
2.	No. of Respondents having land (i.e. their families)	19 (63.32)	25 (49.02)	19 (63.33)	29 (56.86)
3.	No. of Respondents having ownership of land	6 (20.0)	Nil	4 (13.33)	Nil
4.	No. of Respondents owning cattle	12 (40.0)	21 (41.18)	11 (36.67)	16 (31.37)
5.	No. of Respondents having houses	26 (86.67)	44 (86.27)	29 (96.67)	43 (84.31)
6.	No. of Respondents having legal ownership of house	14 (46.67)	6 (11.76)	12 (40.0)	3 (5.88)
7.	No. of Respondents having Income	27 (90.0)	19 (37.25)	28 (93.33)	29 (56.86)
8.	No. of Respondents handing over their income to spouses	6 (20.0)	11 (21.57)	4 (13.33)	14 (27.45)
9.	No. of Respondents having savings	20 (66.67)	6 (11.76)	5 (16.67)	7 (13.73)
10.	No. of Respondents who have taken loans	13 (43.33)	3 (5.88)	13 (43.33)	19 (37.25)
11.	No. of Respondents having freedom of mobility	30 (100.0)	46 (90.20)	30 (100.0)	46 (90.20)
12.	No. of Respondents not involved in decision making	30 (100.0)	27 (52.94)	30 (100.0)	Very few
13.	No. of Respondents who reported violence / harassment	5 (16.67)	14 (27.45)	17 (56.67)	27 (52.94)
14.	No. of Respondents having awareness of Govt. Schemes	6 (20.0)	4 (7.84)	9 (30.0)	-
15.	No. of Respondents who are members of organisations	7 (23.33)	5 (9.80)	13 (43.33)	7 (13.73)

Note : Figures in the parenthesis indicate percentage to the total Respondents

ANALYSIS :

The Focus Group discussion methodology has highlighted many aspects of data collection. One, that survey data namely the questionnaire method often reveals information which is not too disparate or different from information collected through discussion. For example, notice in precision of assets, savings, mobility and membership in organisations, similarity of data between survey and discussion. This aspect is particularly striking when it comes to male informants where survey and discussion have a closer association in information than amongst women. Second, it points to certain areas where even the traditional what is called survey method of data collection can intensify or improve the questions themselves. For example, for income, loans taken and ownership of assets, it has been found there are strong deviations as between survey and FGD. This finding is also substantiated by other surveys such as the one on status of Rural Women in Karnataka conducted by National Institute of Advanced Studies, Bangalore (Batliwala et al., 1998)

Three, some times the deviations between survey and FGD has worked in the reverse direction, as for example less women reporting to be owning house in FGD than in the survey.

Four, certain issues are obviously crucial for understanding the ground level situation of men and women in India and ways have to be found of incorporating this information into mainstream survey. What are these?

One, violence against women. There is information available from records not only in police stations which comes into the Crimes in India Volume prepared by the Home Ministry, but there is also information available from police stations with special cells for women as well as hospital records as well as in the various counseling centres which have been opened both by the state and statutory bodies like the Central Social Welfare Board and NGOs. Information is pouring in about the prevalence of domestic violence, the reticence of women to report it till it is rather late and the inadequacies in the judicial procedures to handle the redressal. Interestingly, the reasons reported in some of these well documented studies on violence against women that have recently been pooled together by a project supported by the International Centre for Research on Women (1999-2000) gives very similar causes or the reasons for violence as is revealed by the FGDs of this study. For example, the reasons for violence or reasons for men battering or assaulting women which have been given by the FGD discussions are the same as those given in the national studies as well as case studies on violence against women.

Secondly, the power of men over women, namely man becoming the final authority for women's choice which comes out very clearly in the FGD is also affirmed in both the violence against women studies as well as the studies made for the Population Policy Conference (February 2000, Population Foundation for India and Indian Association for the Study of Population and UNFPA). This raises an important question of women's rights, namely women's rights to choose are highly limited by male authority, whether it is choosing a reproductive path or joining a collectivity like a Sangha or a Mahila Mandal or going for entertainment.

The notion of joint decision making is also a myth, as a joint decision is one where the man has taken the decision but informs the wife as opposed to a decision which he does not inform at all. In other words, male decision making is the norm on all issues like buying property, marriage of daughter, etc.

COMPARISON OF SURVEY FINDINGS WITH SECONDARY DATA

It would be of interest to compare the survey findings with the secondary data available. Table 6.2 provides the comparison of the data on gender disparities and Table 6.3 on women's well-being.

Comparing the data which has been presented by the Karnataka Human Development Report (HDR) on some of the variables with the household survey, some observations present themselves. Regarding work participation rate: main workers, it is noticed that the HDR (which uses Census 1991) data for Bangalore (U) are very close to survey results, whereas, in Tumkur, the female work participation rate: main workers which is given in the Census 1991 seems almost twice as high as that given by the survey. Usually, census data under-report women workers; so this is intriguing. While the male data is even, the female data has this dysfunction. One explanation could be some error in our survey method or calculation. It is quite possible that some of the female main workers, especially those in agriculture, were wrongly classified as marginal workers in the survey. But the other also could be an error in the way that the census enumerates women workers. In studies done by others (refer Jain D. - Patterns of female work, NCWS 1981) it has been noticed that in any table, whatever method of measurement, male outcomes in terms of work participation rates are more or less even, whereas female is the one that has large variations showing that measurement technology has not yet captured or found the way of capturing women's contribution to the economy. Interestingly, a reverse picture is presented, again in Tumkur regarding work participation rate of marginal workers; the rate for females is 14.54 in the Census, and twice the number in survey. This data needs to be checked.

Another comment would be on percentage of non-farm workers amongst main workers. It is rather surprising that in the rural district, namely Tumkur, the survey reports a percentage of non-farm workers which is almost twice as to what is reported in the 1991 census for males. And for females it is extraordinary going up to 74.5%. As mentioned earlier, it seems there was wrong classification of main workers (farm workers) as marginal workers in some cases, especially females, in the survey; this could have boosted the percentage of non-farm workers among main workers. Coming to row 6 which is rural, urban and combined agricultural wage rate per day, we notice that the figures given by survey, both for Bangalore Urban and Tumkur, are twice that given by the HDR. The figures obtained from the Directorate of Economics and Statistics for 1998 are closer to the survey.

Row 8 gives percentage of population having completed middle level education. Here too, the data coming from survey are twice the figures coming from the census.

And finally on what are called indicators of well-being, compared to secondary data, the survey shows more than 20% increase in the percentage of households living in electrified houses and so too percentage of households with adequate water supply is less than as shown in census. Since this is secondary data, it is perhaps in the period between 1991 and 1999 the percentage of households living in electrified houses has increased by 20% and the percentage of households with adequate water supply has decreased.

Table 6.1

**Values of Indicators of Gender Disparity/Women's Condition by District
(obtained from Secondary Data only)**

Sl. No.	Indicator	Bangalore (urban) District		Tumkur District	
		Males	Females	Males	Females
1.	Percentage of persons voting, contesting & elected in elections:				
	a) Assembly Elections, 1999				
	i) % of persons voting	55.59	52.44	77.44	70.35
	ii) % of persons contesting	94.80	5.20	98.68	1.32
	iii) % of persons elected	26.03	25.00	34.67	-
	b) Lok Sabha Elections, 1999				
	i) % of persons voting	58.35	56.11	77.09	70.18
	ii) % of persons contesting	100.00	-	100.00	-
	iii) % of persons elected	17.65	-	25.00	-
2.	Percentage of employment (as on 31.03.99) in:				
	a) Central Government	81.45*	18.55*	88.57	11.43
	b) State Government	76.06*	23.94*	68.15	31.85
	c) Local Bodies	68.71*	31.29*	94.87	5.13
	d) Total	77.02*	22.98*	71.45	28.55
3.	Number of unnatural deaths per lakh population (1998)	74.67	47.51	57.89	28.19
4.	Non-death crimes against women per lakh women (1998)	-	38.88	-	6.02
5.	Percentage of students appearing for 10th Board Examination (April 1999)	50.50	49.50	55.65	44.35

* Includes both Bangalore Rural & Bangalore Urban districts.

Definitions of Indicators in Table 6.1

Sl. No.	Indicator	Definition for males	Definition for females
1.	Percentage of persons voting, contesting and elected in Central and State general elections		
	i) Voting	$\frac{\text{No. of males voted}}{\text{No. of males (18+)}} \times 100$	$\frac{\text{No. of females voted}}{\text{No. of females (18+)}} \times 100$
	ii) Contesting	$\frac{\text{No. of males contesting}}{\text{No. of total contestants}} \times 100$	$\frac{\text{No. of females contesting}}{\text{No. of total contestants}} \times 100$
	iii) Elected	$\frac{\text{No. of males elected}}{\text{No. of males contested}} \times 100$	$\frac{\text{No. of females elected}}{\text{No. of females contested}} \times 100$
2.	Percentage of employment in Central/State Government, local bodies	$\frac{\text{No. of males employed in Organised sector}}{\text{Total No. of employed in Organised sector}} \times 100$	$\frac{\text{No. of females employed in Organised sector}}{\text{Total No. of employed in Organised sector}} \times 100$
3.	No. of unnatural deaths per lakh of population	$\frac{\text{No. of male unnatural Deaths}}{\text{Total male Population}} \times 1 \text{ lakh}$	$\frac{\text{No. of female unnatural Deaths}}{\text{Total female Population}} \times 1 \text{ lakh}$
4.	Non-death crimes against women per lakh women		$\frac{\text{No. of non-death crimes against women}}{\text{Total No. of women}} \times 1 \text{ lakh}$
5.	Percentage of students appearing for 10 th Board Examination	$\frac{\text{No. of male students appearing in 10th Board Examination}}{\text{Total No. of students appearing for 10th Board Examination}} \times 100$	$\frac{\text{No. of female students appearing in 10th Board Examination}}{\text{Total No. of students appearing for 10th Board Examination}} \times 100$

Table 6.2

Comparison of Survey Findings on Gender Disparities with Secondary Data.

Sl. No.	Indicator	KARNATAKA	BANGALORE (URBAN)		TUMKUR	
		HDR/ Census '91	HDR/ Census '91	Survey/ 1999	HDR/ Census '91	Survey/ 1999
1.	Sex ratio	960	903	953.3	959	950.3
2.	Sex ratio in age group 0-6 years	960	950	854.9	970	889.2
3.a.	Work participation rate (Main workers):					
	Male	53.53	53.07	56.1	55.27	55.9
	Female	22.73	12.47	13.5	23.53	11.5
b.	Work participation rate (marginal workers):					
	Male	0.56	0.21	1.2	1.64	3.5
	Female	6.66	0.74	2.7	14.54	29.9
c.	Work participation rate:					
	Male	54.09	53.28	57.3	56.91	59.5
	Female	29.39	13.21	16.2	38.07	41.4
4.	Percentage of non-farm workers among main workers:					
	Male	38.08	89.83	93.1	25.10	40.6
	Female	21.61	82.29	91.6	14.43	74.5
5.	Percentage of agricultural labourers among marginal workers:					
	Male	26.37		8.1		47.4
	Female	42.26		21.9		39.7

contd.....

Table 6.2 (Contd.,)

Sl. No.	Indicator	KARNATAKA	BANGALORE (URBAN)		TUMKUR	
		HDR/ Census '91	HDR/ Census '91	Survey/ 1999	HDR/ Census '91	Survey/ 1999
6.	Agricultural wage rate (Rs.) per day in					
	a) Rural areas: Male	-		41.40		30.89
	Female	-		29.79		22.20
	b) Urban areas: Male	-		35.00		40.00
	Female	-		-		28.20
	c) Rural and Urban combined: Male	18.80*	21.80*	41.20	15.27*	30.97
	Female	14.40	18.00	29.79	13.12	22.30
7.	Literacy rate for age group 7 and above: Male	67.26	82.94	92.19	66.49	76.97
	Female	44.34	63.31	82.69	41.93	59.86
8.	Percentage of population having completed middle level: Male	30.40	33.40	62.6	29.22	45.3
	Female	21.49	31.87	53.5	19.70	30.7
9.	School attendance rate for age group 6-14 years – Male	69.58	83.08	89.5	74.16	88.3
	Female	57.01	78.84	92.1	61.40	84.6

- Figures obtained for 1998 from Directorate of Economics and Statistics, Govt. of Karnataka, for males and females respectively are 38.56 and 29.23 for Karnataka, 45.89 and 32.81 for Bangalore (Urban) District and 33.28 and 26.84 for Tumkur District.

Note: Indicators 10 to 24 are not included because comparable secondary data are not readily available.

Table 6.3

Comparison of Survey Findings on Women's Well-being with Secondary Data

Sl. No.	Indicator	KARNATAKA	BANGALORE (URBAN)		TUMKUR	
		HDR/ Census '91	HDR/ Census '91	Survey 1999	HDR/ Census '91	Survey 1999
1.	Percentage of households Living in electrified house	52.47	79.40	97.8	53.01	79.6
2.	Percentage of households Using electricity for heating bath water			35.9	.	1.4
3.	Percentage of households Using electricity for kitchen Aids			52.5		13.1
4.	Percentage of households Having refrigerator			31.3		2.0
5.	Percentage of households With toilet facility	24.13	72.86	84.5	13.99	22.0
6.	Percentage of households With adequate water Facility	71.68	81.97	60.8	80.79	52.0
7.	Percentage of households Using mainly electricity, Gas or solar power for Cooking			53.6		7.3

C. COMPUTATION OF GDI & GEM

The past two decades have seen unprecedented human development efforts contributing greatly to rapid progress in building women's capabilities and in closing gender gaps in those capabilities. Though women now share much more in the benefits of social services, but continued to be denied equal opportunities for political and economic participation. This section is concerned with the measurement of gender equality by simple and composite indices based on secondary data and survey findings adopting UNDP methodology. The two composite measures computed are Gender Related Development Index (GDI) and Gender Empowerment Measure (GEM) which capture gender disparities and their adverse effects on social progress. These two measures focuses on the inequality between men and women. The variables used for computation are based on the survey results as well as some of the secondary data, which are subjected to limitations. Since the sample size is small and even the secondary data used is only a part, the figures/ measures arrived at are to be read with limitations. GDI & GEM computed by using different indicators / variables are presented at a glance.

Index	Bangalore (Urban) District	Tumkur District
I Gender Development Index (GDI)		
(i) HDR	0.546	0.435
(ii) Survey (using same indicator as that of HDR / UNDP)	0.561	0.473
(iii) SURVEY		
Using more indicators (than HDR / UNDP)	0.449	0.409
II Gender Empowerment Measure (GEM)		
(i) SURVEY (using indicators considered by UNDP)	0.867	0.352
(ii) SURVEY (using more indicators than UNDP list)	0.703	0.483

It is observed from the above that both GDI & GIM for Bangalore (Urban) district are much higher than that of Tumkur district. With regard to GDI the difference between Bangalore Urban & Tumkur districts is comparatively less in the more number of indicators used. Whereas in the other two cases the difference is more.

Regarding GEM wide difference is noticed between the figures of Bangalore (Urban) district & Tumkur district computed by using the same indicators (obtained by survey) considered by the UNDP, where the difference is comparatively less in the GEM computed by using more indicators than the UNDP list.

The details of computation and comparisons of indices of GDI & GEM for the selected districts viz., Bangalore (Urban) and Tumkur along with the values/indicators used are presented below

1. Gender Development Index

The Human Development Reports have made a significant contribution to sensitising Governments and society to the yawning gender gap in several apparently progressive countries. They have aroused the conscience of the world and advocated radical reform of attitudes and behaviour patterns. The process was started by the 1995 report of the UNDP which looked at development from the viewpoint of gender. It highlighted inequalities prevalent almost everywhere that prevented women from being considered as equal claimants to the fruits of socio-economic growth as well as participants in the political and decision-making processes which determine developmental directions and priorities. It demonstrated how unequal status has created considerable disparity between how much women contribute to human development and how little they share in its benefits. The Gender Development Index (GDI) concentrates on the same variables as of the HDI but focuses on inequality between women and men as well as on the average achievement of all people taken together. The methodology used imposes a penalty for inequality, such that the GDI falls when the achievement levels of both women and men in a country go down or when the disparity between these achievements increases. The GDI measures the achievements of women with respect to same capabilities while taking note of the inequality in the achievements of men and women. The GDI is the HDI, discounted or adjusted towards downwards, for gender inequality. Enormous strides have been made towards gender inequality in the past century, particularly the past few decades. And it is women who have led the struggle to achieve their results. Several variables used for computing GDI are given below.

The income variables used in the GDI indicates their capacity to earn income, which is a reflection of their economic independence.

The variables for the educational attainment index include the adult literacy rate, school attendance rate (6-14 years) and percentage of population having completed middle level. Each of these indices has maximum value of 100 and a minimum value of 0.

Variables for health index considered are life expectancy at birth and morbidity rate. The values used for LEB are explained in the technical note whereas for other variables, the maximum value of 100 and a minimum value of 0 is given.

For computing the income index, female and male shares of earned income are arrived at from data about the ratio of the average female non-agricultural wages to male non agricultural wages and there by computed the ratios of the female wage to the average wage and the male wage to the average wage. The real GDP percapita in Karnataka as available in HDR for the districts is used for the computation.

Variables used for the economic participation are, work participation rate and time spent (minutes) on unpaid economic activities on a normal day (for age group 15-59 years) which are combined and the index worked out.

Last step would be computing the Gender related Development Index GDI giving suitable weightage to the variables.

The table below gives the values of indicators used for computing GDI from survey data.

Table 6.4
Values of indicators used for computing GDI from Survey Data

Sl. No.	Indicators	Bangalore Urban District		Tumkur District	
		Male	Female	Male	Female
1.	Life Expectancy at Birth	65.48	66.10	58.39	63.00
2.	Adult Literacy Rate (Age group 15 & above)	94.87	75.62	73.45	53.58
3.	School Attendance Rate	89.5	92.1	88.3	84.6
4.	Share of Total Population	51.27	48.73	51.65	48.35
5.	Share of Active Population	81.7	18.3	64.50	35.50
6.	Morbidity	4.2	5.7	4.2	4.4
7.	Work Force Participation Rate	57.3	16.2	59.5	41.4
8.	% of Population having completed middle level	62.6	53.5	45.3	30.7
9.	Time spent on unpaid activities	6.81	13.58	9.3	14.42
10.	Agricultural wage rate	41.20	29.79	30.97	22.30
11.	Non agricultural wage rate	67.10	38.75	50.56	28.64
12.	Share of earned income	86.1	13.9	76.2	23.8

Using the above values, three types of indices have been computed and presented in this section.

1. The indices presented in the HDR Karnataka .

For the same set of variables used in HDR Karnataka, the results based on the survey have been computed.

2. Depending upon the variables arrived at from the survey and also using the secondary data indices have been worked out for Bangalore (Urban) and Tumkur districts.

The table below shows the GDI from HDR & Survey

Table 6.5
Comparison of GDI from HDR and survey (using same set of indicators)

Sl. No	Index	HDR		Survey	
		Bangalore Urban District	Tumkur District	Bangalore Urban District	Tumkur District
1.	Life Expectancy Index	0.680	0.595	0.679	0.595
2.	Educational attainment Index	0.767	0.577	0.868	0.707
3.	Equally distributed income Index	0.191	0.133	0.137	0.104
4.	Health Index				
	Male	0.716	0.598	0.716	0.598
	Female	0.643	0.592	0.643	0.592
5.	Adult Literacy Index				
	Male	0.814	0.617	0.949	0.735
	Female	0.643	0.329	0.756	0.536
6.	Educational attainment Index				
	Male	0.830	0.722	0.930	0.704
	Female	0.707	0.477	0.811	0.639
	GDI	0.546	0.435	0.561	0.473

For computation of the equally distributed income index at district level in the HDR Karnataka, agricultural wage rates for males and females have been used as data on non-agricultural wage rates are reported to be not available. Hence, for comparative purpose agricultural wage rates are used for computing equally distributed index.,even though the non-agricultural wage rates are available from the survey findings.

The table below gives the values of GDI from survey data using more indicators.

Table 6.6
Values of GDI from survey data (using more indicators than UNDP list)

Sl. No.	Index	Bangalore Urban District	Tumkur District
1.	Income Index	0.137	0.104
2.	Education Index	0.797	0.623
3.	Health Index	0.469	0.411
4.	Participation Index	0.394	0.499
	GDI	0.449	0.409

It is observed from the computed Gender Development indices that the GDIs computed by using the survey results are higher than those presented in HDR Karnataka for both the selected districts viz., Bangalore urban & Tumkur (Table 6.5). Further GDI of Bangalore Urban district is higher than that of Tumkur in the index computed using more variables than UNDP list. (Table 6.6)

Technical note on computation of Indices GDI along with the illustration of GDI methodology is presented below.

Summary and Conclusions / Critical Appraisal

Under the Project on 'Strengthening Women's Participation in District Level Governance', a pilot innovative household survey for gender audit was conducted in two districts of Karnataka, viz., Bangalore (Urban) and Tumkur. A sample of 5000 households was selected from the two districts, giving proper representation to rural and urban areas. Three questionnaires were used for the survey and they are 1) Household Questionnaire 2) Time Use Questionnaire and 3) Questionnaire for Currently Married Persons. Focus Group Discussions were also held at selected places to elicit qualitative information from currently married persons. The information thus obtained was used to compare with the survey data (collected by interview).

The data collected from the household survey was used to obtain values of 24 indicators of gender disparity and 7 indicators of women's well-being. Besides, based on secondary data, values of 5 indicators of gender disparity/women's condition were obtained (For list of indicators, see Tables 9.1, 9.2 and 9.3.). Based on the data collected mainly from the survey, the values of Gender Development Index (GDI) and Gender Empowerment Measure (GEM) were obtained for the two districts.

IMPLICATIONS FROM THE PRESENT STUDY FOR DATA COLLECTION

Firstly, attempts to get figures on deaths of infants and adults through household survey do not work out, and therefore, the need for Sample Registration System to give district level data on mortality across age groups at frequent intervals is recommended.

Secondly, attempts must be made to even out methodology of calculating what can be called an average wage rate for an area for males and females, so that it is possible to estimate the control over resources exercised by males and females, as prescribed by the recommendation of the Workshop conducted in New Delhi in December 1998 by the Department of Women and Child Development, Government of India.

Thirdly, a small module of time use attached to national surveys can be enabling, as it captures the difference between male and female in crucial areas like economic activities.

Fourthly, it is clear that women's ownership or control over assets is extremely low when compared to men, as has been endorsed by Dr. Bina Agarwal, and therefore, it is important to collect individualized data on assets, not just at household level.

What our survey reveals, however, is that it is possible through our survey methodology to collect data which is crucial for understanding as well as monitoring disparities in social and economic indicators at the district level. The data can be collected in the same way as it is done in this household survey. A few observations are made on each of the indicators used in the present study. They are given in Tables 9.1, 9.2 and 9.3.

Table 9.1

Observations on Indicators of Gender Disparity (from survey)

Sl No	Indicator	Observations
1	Sex Ratio	Useful
2.	Sex Ratio in age group 0-6 years	Very Useful
3.	Work participation rate : a) Main workers b) Marginal workers c) Main & marginal workers	Useful Useful Very useful
4.	Percentage of non-farm workers among main workers	Not useful 'Percentage of non-farm workers' (among all workers) would be better.
5.	Percentage of agricultural labourers among marginal workers	Not useful. 'Percentage of Agricultural Workers among Marginal Workers' would be better.
6.	Agricultural wage rate per day in : a) Rural areas b) Urban areas c) Rural & urban combined	Useful Not relevant Not necessary
7.	Literacy rate for age group 7 and above	Very useful
8.	Percentage of population having completed middle level	Useful
9.	School attendance rate for age group 6-14 years	Very useful
10	Percentage of sterilisation	Very useful. 'Percentage of Male and Female Sterilization out of Total Sterilization' would be better.

contd...

Table 9.1 (contd...)

Sl No	Indicator	Observations
11.	Percentage of unpaid workers	Not useful
12.	Morbidity rate	Useful
13.	Time spent (minutes) on economic activities on a normal day (for age group 5-14 years)	Useful
14.	Time spent (minutes) on economic activities on a normal day (for age group 15-59 years)	Useful
15.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 5-14 years)	Useful
16.	Time spent (minutes) on unpaid economic activities on a normal day (for age group 15-59 years)	Useful
17.	Percentage of married males and females owning agricultural land	Useful
18.	Percentage of married males and females owning House/ Flat/ Site	Useful
19.	Percentage of married males and females owning/ controlling sale of the livestock	Useful

contd...

Table 9.1 (contd...)

Sl No	Indicator	Observation
20.	Percentage of married males and females having control over their earnings(if any)	Useful
21.	Percentage of married males and females having control over their personal savings (if any)	Useful
22.	Percentage of married males and females having no restrictions on physical mobility	Useful
23.	Percentage of married males and females subjected to violence/harassment	Not useful. Focus Group Discussions give more reliable information
24.	Percentage of married males and females who are not involved in decision-making in the family	Not useful. Focus Group Discussions give more reliable information.

Table 9.2

Observations on Indicators of Women's Well-being (from survey)

Sl No	Indicator	Observations
1.	Percentage of households living in electrified house	Very useful
2.	Percentage of households using electricity for heating bath water	Useful
3.	Percentage of households using electricity for kitchen aids	Useful
4.	Percentage of households having refrigerator	Useful
5.	Percentage of households with toilet facility	Very useful
6.	Percentage of households with adequate water facility	Very useful
7.	Percentage of households using mainly electricity, gas or solar power for cooking	Very useful

Table 9. 3
Observations on indicators of Gender Disparity/Women's Condition
(from Secondary Data)

<i>Sl. No.</i>	<i>Indicator</i>	<i>Observations</i>
1.	Percentage of persons voting, contesting and elected in Central and State general elections	
i.	Voting	Useful
ii.	Contesting	Very useful
iii.	Elected	Useful
2.	Percentage of employment in Central/State Government, local bodies	Very useful
3.	No. of unnatural deaths per lakh of population	Not useful
4.	Non-death crimes against women per lakh women	Useful
5.	Percentage of students appearing for 10 th Board Examination	Very useful

CONCLUSIONS AND CRITICAL REVIEW

As mentioned in the Foreword and the chapter on Introduction, this project aimed to go further than the tabulation of secondary data in order to develop more accurate and more frequent and regular data from which gender disparity - whether it is in GDI or in empowerment measures such as GEM - could be calculated. The exercise which was started in 1996-97 was in order to increase the capacity of the local self government system, i.e., both the agencies and the recipients to have accountability measures, auditing measures. Yet for governance, auditing cannot be once in 10 years or once in five years, or based on values which are imputed from available data. They have to be on the spot and measures which are current.

An interesting relevant experience is that every projection on India's population, which has been made by some of the most capable demographers several times in the last 40 years, has been found to be over-estimate and the actual outcomes of India's population growth have, fortunately for India, been less than what was anticipated. In other words, projection and estimated values cannot be used especially for what can be called auditing and monitoring change with special reference to intervention.

Thus, household survey which is simple, accurate and gives indicators at regular intervals is a method by which data sets can be presented to the system.

This household survey which has been associated with innumerable consultations — local, national and international — and which has also had the benefit of a focus group discussion, a qualitative survey approach, has revealed that it is possible to conduct sample household surveys for this kind of meaningful data. However, it has also shown that until the proforma is further simplified and until the district administration and the national statistical system collaborate, such studies will not only become cumbersome but time consuming.

Therefore the intention of sharing this exploratory study with other users and agencies in order for them to adapt and transform it to their own purpose would be one way of ensuring that the findings and the experience of this project ultimately yield the results which we set out to achieve in the beginning — namely, **strengthening women's participation in district level governance.**

